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AN OPINION STUDY CONCERNING CAUSES AND SOLUTIONS OF PROBLEMS RELATED TO CANADIAN INDIANS AND CRIME USING A QUASI-CLINICAL APPROACH

No. 1984-79

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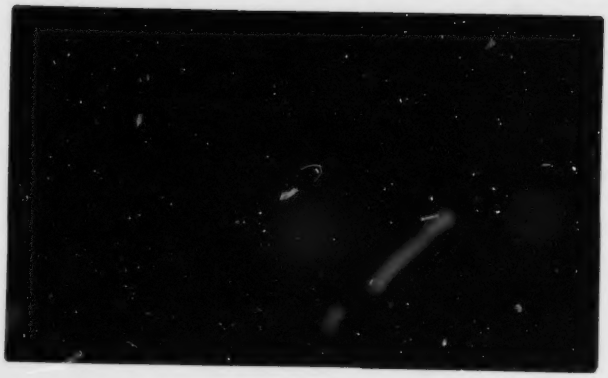

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ABSTRACT

The primary purpose of this study was to compare the opinions of Canadian Treaty Indian leaders with the opinions of non-Indian Canadian leaders concerning the perceived issues precipitating disproportionate levels of Indian crime and incarceration.

A three stage research design was utilized which involved private clinical interviews with Indian and non-Indian political and professional experts in stage one, semi-structured group interviews of Indian and non-Indian leaders in stage two, and a survey of 100 select Indian and non-Indian participants in the third stage. The survey questionnaire was developed out of content analyses of the interview notes and transcripts of the first two stages. The questionnaire was completed by the respondents during a private meeting with the interviewer in the final stage.

Factor analysis of the entire sample data for the 72 questionnaire items yielded three perceived crime-causing factors common to both the Indian and the non-Indian subsamples. The factors were respectively labelled Political, Alienation, and Economic.

Multiple discriminant analysis was then applied to the entire 72 questionnaire items to isolate the best set of

discriminating items. By controlling the stepwise procedure with minimum Wilk's lambda, the 72 items were reduced to 29 with $p < .00$.

The Indian subsample responses ($n = 50$) and the non-Indian subsample responses ($n = 50$) were then factor analysed for the 29 discriminant items. The Indian subsample yielded 3 perceived crime-causing factors which were labelled Urban Conflict, Political, and Anomie. The non-Indian subsample also yielded 3 factors and these were labelled Bias, Anomie, and Urban Conflict.

The final analytical procedure involved the application of Chi-square analysis for the 29 discriminant questionnaire items. Nine of the items were found to be statistically significant at $p < .01$, indicating that on those items, the Indian and the non-Indian subsample differed significantly in their opinions. Inspection of those 9 items indicated little absolute difference of preference, but generally the significant Chi-square statistic was the result of a tendency for the Indian sample to respond more uniformly while the non-Indian subsample had wide-ranging scores.

The analyses of these data revealed areas of common agreement between Indian and non-Indian leaders regarding the perceived causes of disproportionate levels of Indian crime and incarceration. The differences between the opinions of the two groups were generally differences in emphases on commonly perceived causes more than they were differences in perceived causes.

SUMMARY OF PROJECT RECOMMENDATIONS

TYPE I

General

1. It is recommended that political and professional representatives from the Federal, Provincial, and Indian governments initiate consultations concerning Indian crime and incarceration rates. Since these issues appear to involve political powers and jurisdictional questions, a solution which involves clear delineation of the powers of the three levels of government especially concerning Indians could allow for increased Indian participation in policy making concerning Indians.

2. It is recommended that Indian economic development should be a top priority for both the Federal and Indian governments. Since Indian and non-Indian leaders concur that political accountability and economic development are closely related, it is suggested that the development of effective Indian government be facilitated within Canada.

TYPE II

Specific

1. It is recommended that Provincial and Federal Ministries initiate policies and programs which will involve Indian management in the disposition of some cases which involve Indian law-breaking. In particular, it is suggested that there might be Indian management of diversion programs for Indian offenders in both rural and urban areas.

2. It is recommended that the Ministry of the Solicitor General establish a series of Indian public hearings in Indian communities so that all interested Indians could voice their ideas for the resolution of disproportionate Indian crime and incarceration rates. The hearings might have commission status and involve the three main government levels, but the primary role should be played by Indian representatives. In addition, a mechanism should be established to ensure careful analysis of, and rigorous follow-up to, the hearings.

3. It is recommended that Federal Ministries with responsibility for the Native Courtworker and Legal Aid Programs review their commitments to the Native Courtworker program and to legal aid programs which serve urban areas which produce high Indian caseloads. There will be need for consultation and cooperation with provincial and Indian governments in order to make the programs even more accessible to Indians and more effective in keeping people from beginning the prison cycle.

4. It is recommended that Provincial Ministries and Indian Governments consult with municipal governments in cities with high Indian populations with the intent of establishing methods which would ensure incorporation of Indian recruits into municipal police forces. It is suggested that the proposed consultations conclude with specific plans to have specified numbers of Indian police on those municipal forces within designated periods of time.

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Chapter I

INTRODUCTION

A. Background to the Study

The Saskatchewan Cree lawyer, Delia Opekokew, in her book The First Nations: Indian Governments in the Community of Man (1982) asserts that one result of the on-going Indian struggle for self-determination in Canada will be a flowering of Indian cultures attended by economic, social, and educational developments which will overcome the frustrating circumstances which have hindered Indians for generations. While it can be debated whether Canadian Indians can solve all their major problems by political struggle, there are certainly two elements of Opekokew's assertion which are irrefutable; that there is indeed a restless mood in Indian communities today which has come to national attention and the Indians of Canada have in fact suffered a long series of catastrophes which have left them a scarred but unbroken people.

The Canadian Constitutional Conference of March 1983 brought the subject of Indians and their interests right into the living rooms of millions of Canadians. There, in traditional dress, smoking ceremonial pipes, and suggesting to the Prime Minister that it may be proper to pray before business, were hundreds of Indian leaders. Interspersed among the Chiefs and their advisors was also a different type of Indian--younger and

with professional degrees who articulated clearly the arguments and opinions of their elders. Probably the most amazing reality of that whole event was that finally and for the first time in Canada's history, the opinions of Indians were being heard not only by a few government people but by the entire Nation.

The study which is described in this report revolved around the topic of Indian crime but in fact, focused on the subject of Indian opinion in relation to Indian crime and incarceration rates. This is a new development. There have been many reasons, mainly of a sociological type, advanced over the years to explain why Indians in different parts of Canada may tend to run afoul of the law in disproprotionate numbers. This report describes the opinions of Treaty Indian leaders and their Non-Indian counterparts on the issue.

B. The Past

Like today, the courtrooms of the settlement of Regina in 1883 were hearing a disproportionate number of cases concerning Indian offenses (Brass, 1979). The offenses were primarily petty property crimes. Some events, like that of Almighty Voice (Shepard, 1978) have come to enjoy some romanticized renown, but none-the-less contain some basic ingredients of many old Indian crimes--oppressive administration, deprivation, and desperate actions. Unfortunately, in those extremely paternalistic times, Indian opinion mattered to few people who could change the circumstances.

By 1900 the Indians of the West had been pressured into residence on their small and isolated Reserves and a pass system was enforced which effectively cut off Indians from other people. The results included the near disappearance of Indians from the Canadian public and from the statistics on Canadian crimes; however, what may have appeared as a solution to the Indian question simply boiled up with a vengeance in the mid-twentieth century.

C. The Contemporary Literature

The topic of Indian crime is one which suffers from a dearth of research (Lautt, 1979). There have been a number of books which treat the topic in general terms and other studies which are primarily statistical in nature (i.e. Schmeiser, 1974), but too few field studies which attempt to investigate the origins of the problems. Lautt observed that problems of Indian crime get proportionately as little research study as the problems of non-Indian crime.

In 1967 a research study entitled "Indians and the Law" was published by the Canadian Corrections Association. This report, prepared for the Department of Indian Affairs and Northern Development, constituted a milestone in the effort to address the issues of high Indian crime rates. Couched within the report's main recommendations was the explicit assumption that Indian criminal justice issues could not be divorced from political issues. In fact, by the early seventies, the whole gamut of Indian problems

were being interpreted as having origins largely outside the control of Indians (Foulkes, 1974). A British Columbia study of Indians in the correctional system (Hartman, 1975) also reaffirmed that view as did the Native Families and the Law Study (1975).

Another milestone was attained in 1975 with the conclusion of a conference in Edmonton on Native peoples and the criminal justice system. That event was historic on at least two accounts--Indian crime issues were interpreted as extremely multi-faceted issues and even more importantly, Indian opinion on the issues was the primary focus of the meeting.

The importance of Indian opinion in generating new developments has not evolved without implicit opposition. The 1969 White Paper (Chretien, 1969) illustrated the strong tendency of outside agencies to paternalistically offer solutions to Indian issues. The government was probably not in error in relating Indian problems to their political and socio-economic position in Canada; however, an authoritarian, government-centred view was still much in evidence.

D. Recent Research

There have been recent demographic and statistical studies completed on Indian topics including those of Siggner and Locatelli (1980), Department of Indian and Northern Affairs (1979), Svenson (1978), Saskatchewan Social Planning Secretariat (1979), Department of Indian and Northern Affairs (1980), Hylton (1980b), and even a guide to statistics on Native offenders (Rahim, 1977).

Much of this research is important since the accurate description of current conditions is important to the comprehension of the magnitude and complexities of Indian crime issues.

Fortunately, there have been some recent attempts to investigate the issues of crime by studying opinion. Hylton (1979) carried out an extensive study of police and public opinion in Regina. Since Indians comprised a large minority of the City's population, it is not surprising that opinions about Indians formed a part of the study. The Metis and Non-Status Indian Crime and Justice Commission (1977) also probed the issues of Indian crime by surveying inmates of penal institutions. Birkenmayer and Jolly (1981), in their study of the Ontario Native inmates, devoted a sizable portion of their study to the investigation of Native inmate opinions concerning the origins of their crimes.

Indian organizations have also begun to investigate Indian issues by investigating opinions. The Federation of Saskatchewan Indians undertook a major survey of off-Reserve Bands (Ellis, Pinacie, Turner, and Swiftwolfe, 1978) in their attempt to understand origins of Indian problems. While outside the strict study of crime, their study and events such as the 1981 Regina Omamawi-Otoskewin Conference, has facilitated the expression of more current Indian opinion on the issues which they believe contribute to socio-economic problems; however, the study of Indian opinion, and especially research studies conducted with the active participation of Indians is nearly non-existent. It is this very need that this study attempts to address.

Chapter II

THE STUDY

A. The Rationale

One of the major obstacles to intelligent study of Indian issues is the scarcity of adequate research. Publications which address Indian issues have generally extrapolated theories and results from studies which did not recognize factors which could have causes Canadian Indians to be a unique population in the Canadian mosaic (Manuel and Poslums, 1974). In light of this shortcoming, the proposed study took the form of opinion research which was designed to generate researchable hypotheses for further studies into causes and solutions for problems of Indians and crime.

Chaffee (1975, 1977) described two basic levels of public orientation to a political system: the passive, who have diffused opinions regarding issues and little input to policy matters, and the active, who contribute directly and indirectly to system output, i.e., policy decisions. Handberg and Maddox (1979) further developed Chaffee's conceptualizations and postulated in their two-cultures hypothesis that two conceptual worlds co-exist beside each other; a passive media culture and a participating media culture. The former can be exemplified by "the man on the street" who probably has quite uninformed opinions on many issues and little influence on public policy. A person

from the participating media culture can be exemplified by those government leaders and professionals who are both informed of issues and in positions to influence policy.

Utilizing the two-cultures hypothesis as a theoretical base, the proposed study investigated select opinion concerning the Indian crime phenomenon. It was reasoned that certain groups are informed on the subject under study by virtue of both occupation and political status, and that those same groups would significantly influence policy more than the relatively uninformed passive people of the media culture.

B. The Samples

The groups in society comprising the participating media culture include politicians and professional people; however, not all politicians nor all professional people are informed on the particular phenomenon of Indian crime, nor do all contribute to policy in the human justice field. Therefore, there was need to clearly identify the select groups, or populations under proposed study. The criteria for inclusion in the study included knowledge of the criminal justice system, proximity to Indian related issues, and senior status.

Regarding these criteria, it was recognized that the groups, to be described later and subgroups within each, might not be equally qualified. As an example, Provincial Court judges may or may not be as knowledgeable of specific Indian issues as the Indians themselves, while Indian participants may not be as familiar

with the criminal justice system as the Provincial Court Judges. Similarly, 'senior status' may not be uniformily determined, for instance, there was the possibility that the senior status of a Judge may not be viewed as the same, in kind or degree, as the status of an Indian Probation Officer among Indians.

If the study groups included samples from the diverse groups within them, it seemed likely that the opinions of all levels of a study population would serve to compensate for any one sub-group's weaknesses or allow for its unique strengths. On that basis, the opinions of the three levels of each populuation of interest could be seen as comparable. The population from which the samples were drawn included:

The Indian Population

Political.

All Assembly of First Nations Chiefs	12
All Indian Band Chiefs of Saskatchewan	68
Executive Members of the Federation of Saskatchewan Indians	6
District Representatives to Federation of Saskatchewan Indians	6

Professional. The following were selected to be included in this group:

Saskatchewan Members of the Indians Lawyers Association	3
Saskatchewan Indian Justices of the Peace	17
Saskatchewan Native Courtworkers	9

Relevant Federation of Saskatchewan Indians staff as follows:

- Provincial Liaison	1
- Policy Planning Secretariat	6
- Indian Rights and Research	4
- Indian Act	2
- Land Entitlement	5
- Constitutional Development	1
- Indian Probation Program	15
Total of both political and professional persons	155

The Non-Indian Population

Political. The non-Indian population selected was comprised of all federal members of Parliament, all provincial members of the Saskatchewan Legislative Assembly, and a sample of professional persons employed by the Saskatchewan government and professional persons employed by the government of Canada.

It was intended to survey both provincial and federal political opinion since both levels of government influence criminal justice policy. The federal government, as the representative of the Queen, is charged with carrying out the provisions of Treaties made with Indians. The federal government has chosen to discharge its duties primarily through an Act of Parliament, The Indian Act (Government of Canada, 1951), which describes, among other things, the legal relationships of Indians to the federal and provincial governments (Section 88). The provincial government, as a result of Section 88, formulates criminal justice policy which is applied to all provincial residents, including Indians.

Professional. Provincial professionals, both bureaucratic

and in service delivery, included the following, chosen because of close proximity to criminal justice operations, proximity to Indian-related issues, and senior status.

Attorney General's Department	6
Public Prosecutions Branch	24
Judges of District Court	11
Judges of Provincial Court	33
Provincial Social Planning Secretariat	7
Court of Queen's Bench	6
Regional Probation Service	24
Treaty Indian Liaison Unit	1
Provincial Correctional Facilities (Directors)	6
Institution Centres (Directors and Managers)	12
	130

Federal professionals were selected from two Departments: Indian Affairs and Northern Development and the Ministry of the Solicitor General. The professionals were employed in the Province of Saskatchewan. These professionals, like their provincial counterparts, were chosen because of their involvement with the criminal justice system and high exposure to Indians and Indian-related problems, in addition to senior status.

Saskatchewan Region--Indian Affairs Branch

- District Community Affairs Branch	6
- District Band Government Officers	6
- District Welfare Supervisors	6
- Regional Community Affairs	2
- Regional Band Government	2
- Regional Welfare	2
- District Managers	6
- Regional Directors	2

Saskatchewan Region--Ministry of the Solicitor General

- National Parole Service	6
Federal Penitentiary Senior Staff	4
- District Director, Solicitor General	2

- R.C.M.P. Commissioner "F" Division and relevant staff including Head of Native Policing	6
	50

Study Population Totals

Indian political	92
Indian professional	63
Provincial political	65
Provincial professional	130
Federal political	283
Federal professional	50
TOTAL	683

C. Research Design

The proposed research proceeded utilizing a multi-stage opinion gathering method which has proven to be amenable to hypotheses generation (Knapper, Cropley, and Moore, 1973; Moore, 1975). This three-stage method utilized clinical approaches to opinion gathering in the first two stages for the purpose of constructing a survey instrument which covered the universe of opinion in relation to a topic while providing for control of research bias (Table 1 provides a graphic summary).

The three stage data-gathering research design involved private clinical interviews with Indian and non-Indian experts and opinion leaders who discussed the issues which they believed contributed to the Indian crime phenomenon. The contents of those interviews were analysed and topic "probes" were constructed for use

Table 1

Indians and Crime Research Hypotheses

Generation--Condensed Method

Stage of Research	General Function
I. Pre-Pilot	
	Understanding of the crime question, opinion research and relevant variables.
Review of literature. Interviews with experts and opinion leaders in the area of crime, i.e., judges, Indian Probation Staff, Social Services policy makers, F.S.I. senior personnel, etc.	A source of possible hypotheses concerning Indians and crime.
Evaluation and analysis of above select interviews.	Preparation of a non-directive interview schedule based upon Pre-Pilot interviews.
II. Pilot Stage.	
Open ended, non-directive group interviews with subsamples selected from study population meetings, conferences, etc.	The primary source of information about the scope of opinion surrounding Indians and crime.
Testing of emerging hypotheses. Evaluation and analysis of above Pilot interviews.	Preparation of Likert-type scales based upon content analysis of the data generated from the clinical interviews. These scales, in addition to demographic items, are incorporated into a structured questionnaire. Possible incorporation of a hypothesis test for measuring in Stage Three.

Table 1 (continued)

Stage of Research	General Function
III. The Survey Stage Pretest of Instrument	
	Scrutiny of instrument.
Interviews with samples of the select study populations using the structured questionnaire.	Complex statistical analysis of the data and elicitation of factors which could test a hypothesis and also form a basis for further researchable hypotheses.

Adapted from Moore (1975).

during the Stage Two groups interviews. The topic probes were only utilized when a Stage Two group did not generate discussion of that topic spontaneously. Finally, content analysis of Stage Two group interview transcripts provided the basis for Stage Three fixed-response questionnaire items (see Appendix E for further description).

Description of the Results of Stage One Procedures

Stage One of the project involved clinical interviews with experts on the subject of Indians and/or crime. These interviews were carried out between October 1, 1981 and April 6, 1982. The lengthy period between the initial and final interview was the result of difficulties in scheduling meetings with busy, influential people. It was found that meetings with Indian leaders were the most difficult to schedule and conclude.

As planned, the interviewer simply introduced the subject of disproportionate Indian representation in the criminal justice system as offenders. The expert respondents were then invited to freely divulge their opinions on any topic that they felt was related to the subject. The interviewer was careful to refrain from suggesting topics to the experts, but at times did ask for clarification of statements.

In the scheduling of expert interviews it was soon obvious that these influential persons were even more sensitive to the possibility of their private opinions becoming public than had been anticipated. As a result of this sensitivity, the tape

recording which had been planned as part of the procedure was stopped and note-taking by the interviewer was substituted. This development probably slightly impoverished the detail in the record of the interviews yet did not eliminate the usefulness of Stage One. The interviewer simply kept careful notes of any shift in topic during the expert's discussion.

Titles of Experts

Indian	Non-Indian
Chief of the Federation of Saskatchewan Indian Nations	Premier of Saskatchewan
Chief of the Assembly of First Nations (formerly the N.I.B.)	Chief Justice of Queen's Bench Court
Executive Director of the Federation of Saskatchewan Indian Nations	Chief Judge of Saskatchewan Provincial Court
Indian Elder (Assinaboine)	Saskatchewan Attorney-General Associate Deputy Minister
An Indian Lawyer in the employ of the Federation of Saskatchewan Indian Nations	Director of Indian Affairs Saskatchewan Region
	Solicitor-General Department Regional Director

At the conclusion of the Stage One expert interviews, the data consisted of 32 pages of notes. A classical content analysis was initially attempted but was abandoned. The nature of hurried note-taking did not facilitate the formation of easily recognizable context units from which to extract countable recording units. The solution seemed to be the simply compilation of all recognizable

topical statements made by the experts. This procedure was also justified on the ground that every statement made by the experts was potentially important in the development of "probes" for Stage Two use. The compilation thus yielded 151 topical statements from the 11 expert interviews (Appendix D).

Since the topics generated in Stage One were to comprise the content of the Stage Two Group interview probes, there was need to collapse the 151 topical statements into general categories; therefore, the topical statements were assigned to one of seven categories including: Economic, Political, Cultural, Judicial, Urbanization, Prejudice, and Alcohol. The assignment of statements to these categories was regarded as being more useful for the purposes of the study, since the intent of speakers was deemed more important than the structure of their contributions. The significance-versus-validity dilemma of content analysis was decided in favour of significance (Carney, 1972). Not unexpectedly, the 151 topical statements were not evenly distributed throughout the seven categories. A graphical presentation of the Indian and non-Indian differences in category emphases in the Stage One interviews is illustrated in Figure 1.

D. Description of Stage Two Procedures and Results

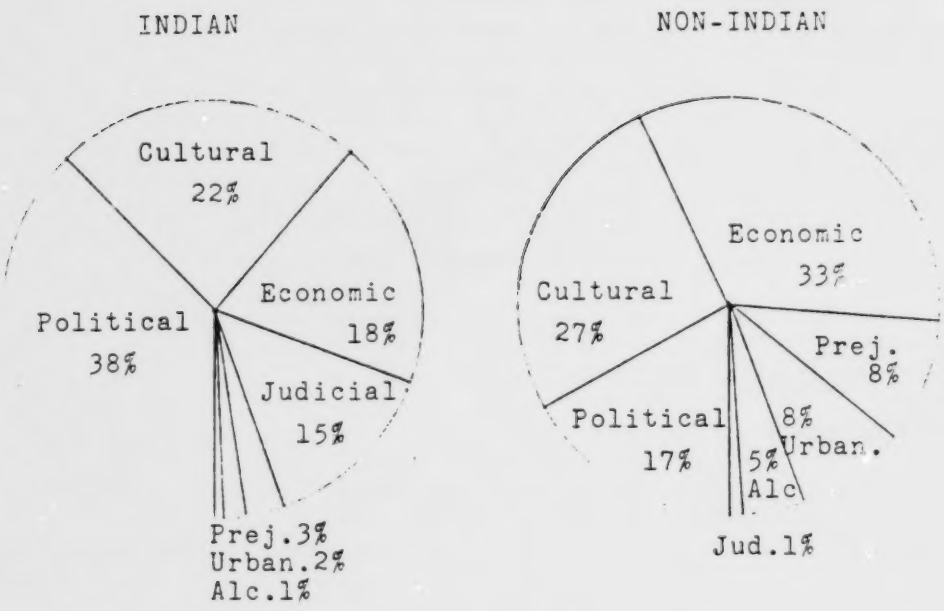
Stage Two of the project involved Group Interviews with Indian and non-Indian political and professional groups. The interviews were carried out between June 30, 1982 and August 18, 1982.

Figure 1

Proportional Categorization of Comments

in Stage One Interviews For

Indian and Non-Indian Groups



Once again, it was difficult to arrange and conclude group interviews with these very busy people. The Indian groups were the most difficult with which to arrange meetings.

As planned, the interviewer introduced the subject of disproportionate Indian representation in the criminal justice system as offenders and invited the group to freely discuss the issues which they perceived to be related to the problem. Once again, the interviewer was careful not to suggest topics to the group since spontaneity was crucial to the rationale of the study. If a group experienced difficulty in generating spontaneous discussion or if they omitted a category generated in Stage One, a "probe" was then utilized. The probes were essentially the introduction of a category label to the group. For instance, if a non-Indian group failed to express ideas concerning the political basis of Indian crime, the interviewer, at a lull in the discussion, would simply ask, "Do you believe some Indian crime may in fact be brought about by either historic or contemporary political events or policies of the government?" Usually, the mere mention of a previously undiscussed topic precipitated a flurry of opinions which repeated topics first observed in Stage One. The rationale for the use of probes stems from the desire to avoid suggesting specific topics, thus destroying the desired element of spontaneous topic generation.

The Group Interviews were electronically recorded. The tapes were converted to typewritten verbatim transcripts in order

to facilitate analysis.

Stage Two Groups

Indian

1. A group of representatives of The Federation of Saskatchewan Indian Nations. Eighteen individuals, all male, comprised this group. The group included both members of the Executive of the F.S.I.N. and District Representatives to the Executive.

2. A group of four members of the Federation of Saskatchewan Indian Nations Social Services Task Force. This group included the Director of the Task Force and also the Provincial Co-ordinator of the R.C.M.P. Special Constable Program.

Non-Indian Groups

1. Five members of the Ministry of the Solicitor-General's Regional staff, from the Regina office. The group included the Regina Area Director and Parole Officers.

2. Thirteen Area Directors of the Government of Saskatchewan Provincial Social Services. Members of this group were generally older or more senior staff who had worked in corrections at different phases of their career paths.

At the conclusion of the Stage Two Group Interviews, the data consisted of approximately four hours of recording tapes. The non-Indian tapes were nearly twice as long as the Indian tapes. This phenomenon simply coincides with the general observation that non-Indians usually verbalize a good deal more than Indians. The

variation in discussion length was still comparable if treatment of topics within each group was proportionately compared to total tape length.

The tapes were converted to four typewritten verbatim transcripts which totalled 107 pages of double-spaced material. Since the interview record was now in a complete verbatim format, a slightly more complex content analysis was carried out.

The content analysis of the Stage Two transcripts was not a classical analysis. Like the Stage One analysis, an objective word count or variation of indexing and weighting of topics were neither amenable to these data nor desirable for the purposes of the exercise. At first, it was observed in perusing the transcripts that people did not talk in paragraphs nor even complete sentences. Once again, the problem of an appropriate context unit arose; that is, what unit of printed transcript could one be sure contained the kinds of units we needed for measurement? And furthermore, could it be justifiably assumed that the appearance of a word or phrase within a particular context always had the same meaning? A search of the recent literature on content analysis indicated that classical analysis, while enjoying an earlier popularity in the search for objective respectability, has come to be viewed as an analytical method which has been found to miss the intent of a communication since the factor of inference in human communication is completely overlooked. The purpose of this study included the crucial component of attempting to fully

understand the intent and inference of communications on the research subject; therefore, the analysis was carried out using a subjectively-drawn categorization scheme and the transcripts are available for inspection in the event of questions concerning the classification decisions made.

The separate Group Interview transcripts were each read and the topics discussed were assigned to one of the seven categories which had been generated in Stage One. A new level of complexity was introduced with the development of subfields of topic emphasis within each category. This procedure was desirable since, for instance, a category such as Economics may include discussion of unemployment, lack of job-skills, inability to pay fines, and other related topics.

At the conclusion of the analysis, the combined non-Indian groups produced eight subject categories containing a total of 50 subfields which had emerged from the analysis of a total of 192 topical statements. The combined Indian Groups produced reports which consisted of six subject categories with a total of 29 subfields developed from a total of 122 topical statements. As in Stage One, the Indian participants verbalized less than their non-Indian counterparts; moreover, the Indian Groups did not discuss two of the subjects which formed two non-Indian categories. For this reason, the Indian Groups reports consisted of two less subject categories than the non-Indian Groups.

The socially-rich content of groups did produce more

extensive discussion of topics than had the individual interviews in Stage One. The former had produced 151 topical statements but the groups produced a total of 314 topical statements. Table 2 outlines the differences between the two groups by total number of category statements identified, percentage by category of the total, and the number of subfields in each category.

The purpose of the study at this stage did not require close examination of differences in responses between the Groups. It is interesting that similar to the responses of Stage One, the Indian respondents emphasized the political origins of crime more than twice as much as their non-Indian counterparts. An examination of the specific subfields emphasized by the two Groups (Table 3) suggested predictions of the outcome of Stage Three. If the representative sources used in Stage Three responded as the Groups in Stages One and Two, it was anticipated that a number of policy-relevant differences would be found.

An examination of the Indian and non-Indian opinions indicated that disproportionate Indian involvements in the criminal justice system were viewed by both groups as a complex phenomenon, involving numerous causal factors. While there were perceived causes which are plainly out of control of the justice system itself, it was also encouraging to note that some of the perceived causal factors are in areas which might be addressed.

Table 2

Breakdown of Stage Two Analysis of

Topics by Category for Indian

and Non-Indian Groups

	INDIAN GROUP			NON-INDIAN GROUP		
CATEGORY	n	%	subfields	n	%	subfields
Economics	33	27.5	7	43	22.4	11
Cultural	13	10.8	4	40	20.8	9
Judicial	19	15.8	5	37	19.3	7
Political	45	35.8	8	34	17.7	7
Urbanization	6	5.0	4	19	9.9	6
Prejudice	-	-	-	11	5.7	5
Alcohol	6	5.0	1	5	2.6	3
Education	-	-	-	3	1.5	2
TOTALS	122	99.9	29	192	99.9	50

Table 3

Breakdown of Stage Two Analysis of Topics by Category and Sub-Field for Indian and Non-Indian Groups

CATEGORY	SUBFIELDS	PERCENT OF TOTAL
	Indian Group	
Economic	1. Pervasive unemployment	33.3
	2. Reserves lack sufficient economic base	27.3
	3. Unemployment boredom causes crime	24.2
	4. Indian poverty breeds crime	6.1
	5. Lacking skills/training causes unemployment	3.0
	6. Welfare is entrenched in some families	3.0
	7. Indians frequently can't pay fines	3.0
		99.9
Cultural	1. The Indian Elder's role is eroded	38.5
	2. Cultural-value clash is a crime factor	38.5
	3. The police are not culturally sensitive	15.4
	4. Urbanization eroded Indian cultural influence	7.7
		100.0
Judicial	1. Indians are not fairly treated in court	52.6
	2. The Indian Special Constable is helpful	26.3
	3. Indians do not trust policemen	10.5

Table 3 (continued)

CATEGORY	SUBFIELDS	PERCENT OF TOTAL
	4. Police recruitment standards are too high	5.3
	5. Present Legal Aid is deficient	5.3
		100.0
Alcohol	1. Alcohol is pervasive Indian crime factor	100.0
		100.0
Political	1. Indian must exert control of systems/ programs	28.9
	2. Government programs are defective	22.2
	3. Government policies have impeded Indians	17.8
	4. Indian rights must extend beyond Reserves	11.1
	5. There is government jurisdictional disputes	11.1
	6. The Solicitor-General must listen to Indians	4.4
	7. Bands must teach judicial matters to members	2.2
	8. Non-Band members disrespect Band law	2.2
		99.9
Urbanization	1. Unemployment is rampant	33.3
	2. Ease of access to crime opportunities	33.3
	3. Lack of education and skills	16.7
	4. Urban Indian crime is organizing	16.7
		100.0

Table 3 (continued)

CATEGORY	SUBFIELDS	PERCENT OF TOTAL
	Non-Indian Group	
Economic	1. Pervasive Indian unemployment	25.6
	2. Urban Indians live in chronic poverty	13.9
	3. The police watch the poor very closely	13.9
	4. Unemployment causes alcohol abuse	11.6
	5. Unemployment due to no job-skills	11.6
	6. Success is geared to the middle-class	7.0
	7. Poverty at release time ensures recidivism	4.6
	8. Poor children suffer deprivations	4.6
	9. Reserves have insufficient economic base	2.3
	10. Poor people have few crime deterrents	2.3
	11. Inability to pay fines	2.3
		99.7
Cultural	1. Cultural values clash	33.3
	2. Cultural differences with urban society	17.9
	3. An Indian counter-culture has evolved	17.9
	4. Indian Elder roles have changed	10.2
	5. Professional people not culturally aware	7.6
	6. Indian culture has been destroyed	5.1
	7. Cultural alienation and alcohol	2.5
	8. Children model deviant cultural models	2.5
	9. Indian crime is culturally visible	2.5
		99.5
Judicial	1. Police discriminate against Indians	37.8
	2. Indians have poor release options	35.1

Table 3 (continued)

CATEGORY	SUBFIELDS	PERCENT OF TOTAL
	3. Indians make easy police crime quotas	8.1
	4. Judicial system needs Indian professionals	8.1
	5. Pervasive Indian distrust of police	8.1
	6. Probation officers are overloaded	5.4
	7. No known deterrents for Indian youth	2.7
		99.9
Political	1. Negative effects of Indian Act policies	44.1
	2. Absence of Band control and self-determination	32.3
	3. Federal-Provincial-Band-City juridictional disputes	8.8
	4. The Indian political reality is denied	5.9
	5. The imposed welfare system is destructive	2.9
	6. Unrealistic Government programs ensure failure	2.9
	7. Major political changes are required	2.9
		99.8
Urban	1. Loss of family and cultural ties	31.6
	2. Urban unemployment and poverty	21.0
	3. City communities are unsupportive	15.8
	4. Children suffer from conflict	15.8
	5. Urbanization increases alcohol abuse	10.5
	6. Urban Indians more frequently go to jail	5.3
		100.0

Table 3 (continued)

CATEGORY	SUBFILEDS	PERCENT OF TOTAL
Prejudice	1. The courts are prejudiced	27.3
	2. Prejudice is pervasive in society	27.3
	3. Indians perceive injustices towards them	18.2
	4. Indians discriminate between themselves	18.2
	5. The police are prejudiced	9.0
		100.0
Alcohol	1. Indian crime is usually liquor-related	60.0
	2. Drivers License loss curtails employment	20.0
	3. Alcohol use is now second generation	20.0
		100.0
Education	1. Teachers negatively view Indian students	66.6
	2. More high schools should offer vocational courses	33.3
		99.9

Stage 3 Procedures

The third stage of the study began with the construction of a fixed-response, Likert scaled questionnaire (see Appendix A) which contained 72 statements. The 314 isolated statements which were derived from the content-analysis of Stage 2 were simply collapsed within their sub-fields and proportionately chosen until the arbitrary figure of 72 was attained. To include more than 72 seemed to invite respondent fatigue during interviewing.

The completed questionnaire was then administered to 10 individuals whose ethnicity and qualifications reflected that of the research populations. A number of statements were then reworded in order to clarify intent of communication.

The questionnaire was then completed by an interviewer with each respondent for 100 individuals whose names had been randomly drawn from the total list of possible participants. Interviews lasted an average of 40 minutes and the interviewer simply read each statement to the respondent and acted to clarify any misunderstanding of statement intent. Interviewing began in Saskatchewan on January 10 and concluded in Ottawa on March 4, 1983.

The composition of the two groups which finally constituted the survey samples are outlined by political or professional position below.

Indian Sample	Non-Indian Sample
6 Chiefs of the Assembly of First Nations	28 Members of Parliament
35 Chiefs of Saskatchewan Indian Bands	7 Saskatchewan MLA's
3 Executive members of the Federation of Saskatchewan Indian Nations	8 Judges of Saskatchewan Queen's Bench and Provincial Courts
3 Indian Law Commission members (Saskatchewan)	2 Solicitor General's Ministry Personnel
3 Indian Lawyers with the Federation of Saskatchewan Indian Nations	1 Saskatchewan Social Services Employee (Corrections)
	4 Indian Affairs and Northern Development Employees
50	50

Stage 3 Results

Factor analysis was applied to the entire two sample groups with the intent of determining areas of common agreement. This analytical procedure produced a total of 22 factors but only three which had more than two variable loadings at or above the 490 level. These three factors were chosen for examination and their content is outlined in Tables 4 to 6.

After the initial factor analysis of the total sample, a different analytical technique was utilized in order to determine which of the 72 questionnaire statements differentiated between the two groups. Discriminant analysis was applied to the 72 variables while controlling the stepwise selection with minimum Wilk's lambda. This procedure selected the "best" set of discriminating variables which then would constitute the variable set which would

Table 4

Factor I Principal Factor Loadings

Total Sample: For All 72 Variables

Variable	Loading	Description
V44	.861	The Federal Government should recognize that Indian people form sovereign nations within Canada.
V55	.850	Indians ought to continue their struggle for sovereign self-government.
V54	-.782	Indians have already surrendered their right to sovereign self-government within Canada.
V41	.681	Government leaders should recognize the Indian people as a distinct and separate political reality within Canada who are not politically comparable to any other group of people.
V13	.585	Indian defendents are usually treated unfairly in court.

FACTOR NAME: POLITICAL

Percentage of the variance accounted for by Factor I based on the 22 factors extracted is 24.8%.

Table 5

Factor II Principal Factor Loadings

Total Sample: For All 72 Variables

Variable	Loading	Description
V42	-.684	The Indian Elder plays no useful role today in the counselling and controlling of Indian youth.
V40	-.654	Indians would continue to fail within the Canadian system even if they were given control of their own policy and program planning.
V57	.618	It is urgent that jurisdictional disputes over governmental service to Indians should be settled.
V43	-.596	Full and final settlement of the Indian land claims should be put off as long as possible.
V70	.533	If the Solicitor General's Department is serious about improving Indian crime rates, they should listen closely to the recommendations of Indian leaders.
V71	.512	The Indian Elder is still very important in Indian society.

FACTOR NAME: ALIENATION

Percentage of the variance accounted for by Factor II based on the 22 factors extracted is 10.1%.

Table 6

Factor III Principal Factor Loadings

Total Sample: For All 72 Variables

Variable	Loading	Description
V30	.798	Indian students quit school mainly because of poverty.
V35	.524	Alcohol-related Indian crimes can usually be directly traced to unemployment.
V7	.499	A good deal of urban Indian crime could be avoided if Indians were not forced to live in cheap housing.
V14	.490	Many Indians return to jail because they are poverty-stricken at the time of their release.

FACTOR NAME: ECONOMIC

Percentage of the variance accounted for by Factor III based on the 22 factors extracted is 8.2%.

be factor analysed for the Indian and non-Indian samples, separately. The discriminant analysis procedure served to not only isolate the most discriminating variables, but also reduced the number of variables so that a more stable factor analysis could be obtained for the two groups of 50 subjects.

Discriminant analysis reduced the original 72 questionnaire items to 29 with significance beyond the $p < .00$ level. A summary of the stepwise procedure is presented in Table 13.

Following discriminant analysis the two sample groups' responses were factor analysed separately using the 29 most discriminating variables. The results of these factor analyses are presented in Tables 7 to 12.

A final step in the analysis of these data was the utilization of Chi-square analysis to compare the two sample responses against the 29 most discriminating variables extracted by discriminant analysis. The Chi-square analysis was utilized to compare the sample responses by means of frequency distributions and to investigate direction of responses. The results of the Chi-square analysis are shown in Tables 14 through 42. Low Preference and High Preference refer to which side of the median responses were on.

The results of the Chi-square analysis showed that nine of the 29 discriminant questionnaire items were significantly different at $p \leq .01$ with $df = 1$. There were, in fact, some major opinion differences between Indian and non-Indian leaders. These will be discussed in the following section of the report.

Table 7

Factor I Principal Factor Loadings

Indian Sample: For 29 Discriminant Variables

Variable	Loading	Description
V46	.732	A major factor in urban Indian crime is the absence of family support upon moving to a city.
V30	.639	Indian students quit school mainly because of poverty.
V60	.597	Indian cultural differences are a major cause of urban Indian crime.
V10	.597	Culture conflict in the city is one of the major causes of urban Indian alcoholism.
V69	.561	Police are generally prejudiced against Indians.

FACTOR NAME: URBAN CONFLICT

Percentage of the variance accounted for by Factor I based on the 10 factors extracted is 28.0%.

Table 8

Factor II Principal Factor Loadings

Indian Sample: For 29 Discriminant Variables

Variable	Loading	Description
V44	.908	The Federal Government should recognize that Indian people form sovereign nations within Canada.
V55	.727	Indians ought to continue their struggle for sovereign self-government.
V45	-.690	Indian governments should not be allowed to develop their own judicial systems on Reserves.

FACTOR NAME: POLITICAL

Percentage of the variance accounted for by Factor II based on the 10 factors extracted is 15.5%.

Table 9

Factor III Principal Factor Loadings

Indian Sample: For 29 Discriminant Variables

Variable	Loading	Description
V66	.635	Even with steady employment Indians would get into a good deal of trouble with the law.
V68	.609	The policies of the Indian Act over the past century have little to do with the causes of Indian crime today.
V61	-.586	Imprisonment is really not a very threatening prospect to many Indians.

FACTOR NAME: ANOMIE

Percentage of the variance accounted for by Factor III based on the 10 factors extracted is 11.2%.

Table 10

Factor I Principal Factor Loadings

Non-Indian Sample: For 29 Discriminant Variables

Variable	Loading	Description
V50	.746	One reason Indian crime rates appear excessive is because Indians rarely challenge the legality of police actions.
V28	-.715	Police generally do not regard Indians as an easy source of criminal convictions.
V13	.560	Indian defendents are usually treated unfairly in Court.

FACTOR NAME: BIAS

Percentage of the variance accounted for by Factor I based on the 10 factors extracted is 30.2%.

Table 11

Factor II Principal Factor Loadings

Non-Indian Sample: For 29 Discriminant Variables

Variable	Loading	Description
V61	.696	Imprisonment is really not a very threatening prospect to many Indians.
V66	.520	Even with steady employment Indians would get into a good deal of trouble with the law.
V63	.493	Alcohol provides an outlet for serious Indian frustrations with their position in Canadian society.

FACTOR NAME: ANOMIE

Percentage of the variance accounted for by Factor II based on the 10 factors extracted is 14.2%.

Table 12

Factor III Principal Factor Loadings

Non-Indian Sample: For 29 Discriminant Variables

Variable	Loading	Description
V30	.734	Indian students quit school mainly because of poverty.
V60	-.540	Indian cultural differences are a major cause of urban Indian crime.

FACTOR NAME: URBANIZATION

Percentage of the variance accounted for by Factor III based on the 10 factors extracted is 12.1%.

Table 13

Summary of Discriminant Analysis Procedure

Step Number	Variable Entered	F to Enter or Remove	Wilks' Lambda	Significance
1	V44	112.90	.462	.000
2	V63	6.50	.432	.000
3	V35	10.92	.388	.000
4	V30	5.27	.367	.000
5	V61	4.81	.349	.000
6	V13	6.03	.327	.000
7	V59	5.89	.307	.000
8	V50	3.98	.294	.000
9	V52	5.37	.278	.000
10	V45	4.85	.263	.000
11	V69	5.10	.248	.000
12	V49	5.45	.234	.000
13	V68	5.12	.220	.000
14	V34	4.88	.208	.000
15	V37	5.06	.196	.000
16	V55	3.88	.187	.000
17	V38	3.94	.179	.000
18	V46	2.46	.173	.000

Table 13 (continued)

Step Number	Variable Entered	F to Enter or Remove	Wilks' Lambda	Significance
19	V10	3.34	.166	.000
20	V66	2.21	.162	.000
21	V8	2.39	.157	.000
22	V6	4.56	.148	.000
23	V20	2.54	.143	.000
24	V64	1.67	.140	.000
25	V41	2.38	.135	.000
26	V16	1.59	.132	.000
27	V28	1.43	.130	.000
28	V67	1.32	.127	.000
29	V60	1.13	.125	.000

Table 14

Chi-Square Test of Significance For Independence of Preference by Indians and Non-Indians On Questionnaire Item Number 44:

The Federal Government should recognize that Indian people form sovereign nations within Canada.

Group		Low Preference	High Preference	Row Total
Indian	Frequency	6	44	50
	Row Pct	12	88	
Non-Indian	Frequency	40	10	50
	Row Pct	80	20	
	Column Total	46	54	100

Corrected Chi-Square =43.84 with 1 d.g. freedom $p = <.01$

Table 15

Chi-Square Test of Significance For Independence of Preference by Indians and Non-Indians On Questionnaire Item Number 63:

Alcohol provides an outlet for serious Indian frustration with their position in Canadian society.

Group		Low Preference	High Preference	Row Total
Indian	Frequency	9	41	50
	Row Pct	18	82	
Non-Indian	Frequency	10	40	50
	Row Pct	20	80	
	Column Total	19	81	100

Corrected Chi-Square = .00 with 1 d.g. freedom p = 1.00

Table 16

Chi-Square Test of Significance For Independence of Preference by Indians and Non-Indians On Questionnaire Item Number 35:

Alcohol-related Indian crime can usually be directly traced to unemployment.

Group		Low Preference	High Preference	Row Total
Indian	Frequency	8	42	50
	Row Pct	16	84	
Non-Indian	Frequency	21	29	50
	Row Pct	42	58	
	Column Total	29	71	100

Corrected Chi-Square = 6.99 with 1 d.g. freedom $p < .01$

Table 17

Chi-Square Test of Significance For Independence of Preference by Indians and Non-Indians On Questionnaire Item Number 30:

Indian students quit school mainly because of poverty.

Group		Low Preference	High Preference	Row Total
Indian	Frequency	19	31	50
	Row Pct	38	62	
Non-Indian	Frequency	34	16	50
	Row Pct	68	32	
	Column Total	53	47	100

Corrected Chi-Square = 7.86 with 1 d.g. freedom $p < .01$

Table 18

Chi-Square Test of Significance For Independence of Preference by Indians and Non-Indians On Questionnaire Item Number 61:

Imprisonment is really not a very threatening prospect to many Indians.

Group		Low Preference	High Preference	Row Total
Indian	Frequency	17	33	50
	Row Pct	34	66	
Non-Indian	Frequency	26	24	50
	Row Pct	52	48	
	Column Total	43	57	100

Corrected Chi-Square = 2.61 with 1 d.g. freedom p = .10

Table 19

Chi-Square Test of Significance For Independence of Preference by Indians and Non-Indians On Questionnaire Item Number 13:

Indian defendents are usually treated unfairly in Court.

Group		Low Preference	High Preference	Row Total
Indian	Frequency	17	33	50
	Row Pct	34	66	
Non-Indian	Frequency	40	10	50
	Row Pct	80	20	
	Column Total	57	43	100

Corrected Chi-Square = 19.74 with 1 d.g. freedom $p < .01$

Table 20

Chi-Square Test of Significance For Independence of Preference by Indians and Non-Indians On Questionnaire Item Number 59:

Most professional people in the judicial system understand Indian cultural differences.

Group		Low Preference	High Preference	Row Total
Indian	Frequency	14	36	50
	Row Pct	28	72	
Non-Indian	Frequency	8	42	50
	Row Pct	16	84	
	Column Total	22	78	100

Corrected Chi-Square = 1.45 with 1 d.g. freedom p = .22

Table 21

Chi-Square Test of Significance for Independence of Preference by Indians and Non-Indians On Questionnaire Item Number 50:

One reason Indian crime rates appear excessive is because Indian rarely challenge the legality of police actions.

Group		Low Preference	High Preference	Row Total
Indian	Frequency	3	47	50
	Row Pct	6	94	
Non-Indian	Frequency	18	32	50
	Row Pct	36	64	
	Column Total	21	79	100

Corrected Chi-Square = 11.81 with 1 d.g. freedom $p < .01$

Table 22

Chi-Square Test of Significance For Independence of Preference by Indians and Non-Indians On Questionnaire Item Number 52:

Jurisdictional disputes over governmental services to Indians are mainly caused by the Indian Act.

Group		Low Preference	High Preference	Row Total
Indian	Frequency	20	30	50
	Row Pct	40	60	
Non-Indian	Frequency	21	29	50
	Row Pct	42	58	
	Column Total	41	59	100

Corrected Chi-Square = .00 with 1 d.g. freedom p = 1.00

Table 23

Chi-Square Test of Significance for Independence of Preference by Indians and Non-Indians On Questionnaire Item Number 45:

Indian governments should not be allowed to develop their own judicial system on Reserves.

Group		Low Preference	High Preference	Row Total
Indian	Frequency	45	5	50
	Row Pct	90	10	
Non-Indian	Frequency	29	21	50
	Row Pct	58	42	
	Column Total	74	26	100

Corrected Chi-Square = 11.69 with 1 d.g. freedom $p < .01$

Table 24

Chi-Square Test of Significance for Independence of Preference by Indians and Non-Indians On Questionnaire Item Number 69:

Police are generally prejudiced against Indians.

Group		Low Preference	High Preference	Row Total
Indian	Frequency	14	36	50
	Row Pct	28	72	
Non-Indian	Frequency	18	32	50
	Row Pct	36	64	
	Column Total	32	68	

Corrected Chi-Square = .41 with 1 d.g. freedom p = .52

Table 25

Chi-Square Test of Significance For Independence of Preference by Indians and Non-Indians On Questionnaire Item Number 49:

More opportunities to commit crimes naturally lead to a high urban Indian crime rate.

Group		Low Preference	High Preference	Row Total
Indian	Frequency	20	30	50
	Row Pct	40	60	
Non-Indian	Frequency	24	26	50
	Row Pct	48	52	
	Column Total	44	56	100

Corrected Chi-Square = .36 with 1 d.g. freedom p = .54

Table 26

Chi-Square Test of Significance For Independence of Preference by Indians and Non-Indians On Questionnaire Item Number 68:

The policies of the Indian Act over the past century have little to do with the causes of Indian crime today.

Group		Low Preference	High Preference	Row Total
Indian	Frequency	26	24	50
	Row Pct	52	48	
Non-Indian	Frequency	32	18	50
	Row Pct	64	36	
	Column Total	58	42	100

Corrected Chi-Square = 1.02 1 d.g. freedom p = .31

Table 27

Chi-Square Test of Significance For Independence of Preference by Indians and Non-Indians On Questionnaire Item Number 34:

A major cause of Indian unemployment is a lack of job skills or training.

Group		Low Preference	High Preference	Row Total
Indian	Frequency	36	14	50
	Row Pct	72	28	
Non-Indian	Frequency	40	10	50
	Row Pct	80	20	
	Column Total	76	24	100

Corrected Chi-Square = .49 with 1 d.g. freedom p = .48

Table 28

Chi-Square Test of Significance For Independence of Preference by Indians and Non-Indians On Questionnaire Item Number 37:

Unemployment is really not an important factor in the Indian crime rate.

Group		Low Preference	High Preference	Row Total
Indian	Frequency	13	37	50
	Row Pct	26	74	
Non-Indian	Frequency	12	38	50
	Row Pct	24	76	
	Column Total	25	75	100

Corrected Chi-Square = .00 with 1 d.g. freedom p = 1.0

Table 29

Chi-Square Test of Significance For Independence of Preference by Indians and Non-Indians On Questionnaire Item Number 55:

Indians ought to continue their struggle for sovereign self-government.

Group		Low Preference	High Preference	Row Total
Indian	Frequency	4	46	50
	Row Pct	8	92	
Non-Indian	Frequency	32	18	50
	Row Pct	64	36	
	Column Total	36	64	100

Corrected Chi-Square = 31.64 with 1 d.g. freedom $p < .01$

Table 30

Chi-Square Test of Significance For Independence of Preference by Indians and Non-Indians On Questionnaire Item Number 38:

Alcoholism among Indians is more a symptom than a cause of crime among Indians in Canadian society.

Group		Low Preference	High Preference	Row Total
Indian	Frequency	19	31	50
	Row Pct	38	62	
Non-Indian	Frequency	14	36	50
	Row Pct	28	72	
	Column Total	33	67	100

Corrected Chi-Square = .72 with 1 d.g. freedom p = 39

Table 31

Chi-Square Test of Significance for Independence of Preference by Indians and Non-Indians On Questionnaire Item Number 46:

A major factor in urban Indian crime is the absence of family support upon moving to a city.

Group		Low Preference	High Preference	Row Total
Indian	Frequency	14	36	50
	Row Pct	38	72	
Non-Indian	Frequency	8	42	50
	Row Pct	16	84	
	Column Total	22	78	100

Corrected Chi-Square = 1.45 with 1 d.g. freedom p = .22

Table 32

Chi-Square Test of Significance For Independence of Preference by Indians and Non-Indians On Questionnaire Item Number 10:

Culture conflict in the city is one of the major causes of urban Indian alcoholism.

Group		Low Preference	High Preference	Row Total
Indian	Frequency	18	32	50
	Row Pct	36	64	
Non-Indian	Frequency	13	37	50
	Row Pct	26	74	
	Column Total	31	69	100

Corrected Chi-Square = .74 with 1 d.g. freedom p = .38

Table 33

Chi-Square Test of Significance for Independence of Preference by Indians and Non-Indians On Questionnaire Item Number 66:

Even with steady employment Indians would get into a good deal of trouble with the law.

Group		Low Preference	High Preference	Row Total
Indian	Frequency	9	41	50
	Row Pct	18	82	
Non-Indian	Frequency	7	43	50
	Row Pct	14	86	
	Column Total	16	84	100

Corrected Chi-Square = .07 with 1 d.g. freedom p = .78

Table 34

Chi-Square Test of Significance For Independence of Preference by Indians and Non-Indians On Questionnaire Item Number 8:

Indians generally fail to understand the cultural expectations of a city.

Group		Low Preference	High Preference	Row Total
Indian	Frequency	12	38	50
	Row Pct	24	76	
Non-Indian	Frequency	12	38	50
	Row Pct	24	76	
	Column Total	24	75	100

Corrected Chi-Square = .05 with 1 d.g. freedom p = .81

Table 35

Chi-Square Test of Significance For Independence of Preference by Indians and Non-Indians On Questionnaire Item Number 6:

The Indian Special Constable program should be extended into urban areas that have high Indian populations.

Group		Low Preference	High Preference	Row Total
Indian	Frequency	37	13	50
	Row Pct	74	26	
Non-Indian	Frequency	31	19	50
	Row Pct	62	38	
	Column Total	68	32	100

Corrected Chi-Square = 1.14 with 1 d.g. freedom p = .28

Table 36

Chi-Square Test of Significance For Independence of Preference by Indians and Non-Indians On Questionnaire Item Number 20:

The police tend to watch Indians more closely than they watch other people.

Group		Low Preference	High Preference	Row Total
Indian	Frequency	8	42	50
	Row Pct	16	84	
Non-Indian	Frequency	15	35	50
	Row Pct	30	70	
	Column Total	23	77	100

Corrected Chi-Square = 2.03 with 1 d.g. freedom p = .15

Table 37

Chi-Square Test of Significance For Independence of Preference by Indians and Non-Indians On Questionnaire Item Number 64:

Indian culture today is hardly more than a poverty culture.

Group		Low Preference	High Preference	Row Total
Indian	Frequency	34	16	50
	Row Pct	68	32	
Non-Indian	Frequency	33	17	50
	Row Pct	66	34	
	Column Total	67	33	100

Corrected Chi-Square = .00 with 1 d.g. freedom p = 1.0

Table 38

Chi-Square Test of Significance For Independence of Preference by Indians and Non-Indians On Questionnaire Item Number 41:

Government leaders should recognize the Indian people as a distinct and separate political reality within Canada who are not politically comparable to any other group of people.

Group		Low Preference	High Preference	Row Total
Indian	Frequency	5	45	50
	Row Pct	10	90	
Non-Indian	Frequency	24	26	50
	Row Pct	48	52	
	Column Total	29	71	100

Corrected Chi-Square = 15.73 with 1 deg. freedom $p < .01$

Table 29

Chi-Square Test of Significance For Independence of Preference by Indians and Non-Indians On Questionnaire Item Number 16:

The Federal Government has broken its Treaties with the Indians of Canada.

Group		Low Preference	High Preference	Row Total
Indian	Frequency	28	22	50
	Row Pct	56	44	
Non-Indian	Frequency	41	9	50
	Row Pct	82	18	
	Column Total	69	31	100

Corrected Chi-Square = 6.73 with 1 d.g. freedom $p < .01$

Table 40

Chi-Square Test of Significance For Independence
of Preference by Indians and Non-Indians
On Questionnaire Item Number 28:

Police generally do not regard Indians as
an easy source of criminal convictions.

Group		Low Preference	High Preference	Row Total
Indian	Frequency	39	11	50
	Row Pct	78	22	
Non-Indian	Frequency	24	26	50
	Row Pct	48	52	
	Column Total	63	37	100

Corrected Chi-Square = 8.40 with 1 d.g. freedom $p < .01$

Table 41

Chi-Square Test of Significance For Independence of Preference by Indians and Non-Indians On Questionnaire Item Number 67:

Boredom is a major cause of Indian alcohol abuse.

Group		Low Preference	High Preference	Row Total
Indian	Frequency	13	37	50
	Row Pct	26	74	
Non-Indian	Frequency	12	38	50
	Row Pct	24	76	
	Column Total	25	75	100

Corrected Chi-Square = .00 with 1 d.g. freedom p = 1.0

Table 42

Chi-Square Test of Significance For Independence of Preference by Indians and Non-Indians On Questionnaire Item Number 60:

Indian cultural differences are a major cause of urban Indian crime.

Group		Low Preference	High Preference	Row Total
Indian	Frequency	30	20	50
	Row Pct	60	40	
Non-Indian	Frequency	25	25	50
	Row Pct	50	50	
	Column Total	55	45	100

Corrected Chi-Square = .64 with 1 d.g. freedom p = .42

Chapter III

DISCUSSION AND RECOMMENDATIONS

A. General Factor Analysis

Factor analysis of the subsample populations together provides some information on agreement regarding importance of some issues but does not comment on the quality of that agreement. Factor I, which accounted for 24.8% of the variance, is the most powerful factor of those identified since it is not only the first factor generated, but also contains the highest loading levels.

Factor I is a political factor. It focuses attention almost exclusively on those questionnaire items which related directly to Indian self-determination and their political status within Canada. In light of the increasing Indian levels of political consciousness of recent years, and the corresponding general raising of Canadian awareness of the Indian struggle, it may not be surprising that political issues were emphasized in relation to nearly any particular social problem. On the other hand, governments and key persons may be well advised to consider the possibility that significant amounts of Indian crime and incarceration statistics may reflect a heritage of Indian political alienation.

Five generations of Indians on isolated, Indian Act dominated Reserves may have something to do with disproportionate

Indian participation in the criminal justice system. The pressures playing upon an Indian youth today may appear entirely situational; however, a deeper analysis of the political strictures under which his ancestors lived may provide some clues to the phenomenon of spiralling crime and incarceration rates.

There is the possibility that both Indian and non-Indian leaders may be in error in their emphasis on political considerations in relation to crime. Only further research along this dimension could empirically address this conclusion. Given that further research along this line may not be imminent, it may be wise to use this research finding as an interim guide to policy. There may be considerable wisdom in the weight given by many Indian and non-Indian leaders to this factor.

Recommendation Number One (General): Since both Indian and non-Indian leaders emphasized political issues in relation to Indian crime and incarceration rates, it is recommended that political and professional representatives from the Federal, Provincial, and Indian governments initiate consultations on a variety of issues, including disproportionate Indian crime and incarceration rates. Since these issues appear to involve political powers and jurisdictional questions, a solution which involves clear delineation of the powers of the three levels of government concerning Indians could allow for increased Indian participation in policy making concerning Indians. Specific measures, such as the establishment of an itinerant tribal court system might not

only serve to involve and educate Indian people to the value of law in a plural society, but might also address the issue of Indian alienation from the justice system. They would, in fact, begin to feel influential and to have some control over the justice system and thereby acquire a new respect for all justice systems.

A more specific recommendation which could be instituted sooner than a type of itinerant tribal court has to do with the issue of Indian offender diversion from the court process.

Recommendation Number One (Specific): Since rural and urban Indian communities need to feel that they have a stake in the criminal justice process, and in creative reaction to the tendency for young Indian offenders to feel that they are victimized by non-Indian courts, it is recommended that Provincial and Federal Ministries initiate policies and programs which will involve Indian management of the disposition of some cases which involve Indian law-breaking. In particular, it is recommended that there be Indian management of a diversion program for Indian offenders.

Factor II of the factor analyses for the total sample yielded a factor which was not as clear as Factor I. Factor II accounted for 10.1% of the total variance and was comprised of 6 variables loading beyond the 500 level. An examination of the variable statements and an examination of whether they loaded positively or negatively lead to the conclusion that Factor II could be called an alienation factor. This sounds similar to Factor I and yet Factor II is in fact somewhat more complex.

There was general agreement that Indians need to control more of the policies and programs which affect them, that the issues of Indian land claims should be settled, that Indians should not be left in a jurisdictional no-man's land, and that Indian leaders should be consulted regarding crime issues. All of these variables have the underlying theme that historic and legislative events have left Indians alienated from the power structure within Canada. A postive note within this factor is the general agreement that Indian culture, here represented by the Indian Elder, is still a distinct entity apart from mainstream Canadian culture. It appears implied that if Indians could regain a significant level of self-determination in matters that concern them, a cultural component would come into play and assist in controlling lawlessness.

If, as Indian and non-Indian leaders indicate, Indians suffer political, economic, and cultural alienation, then it seems reasonable to recommend the antithesis of alienation. Indian involvement in all official matters concerning them should then become a central theme of any legislation, policy, and service delivery which directly affects them.

One procedure which would involve the local Indian communities could be the establishment of a series of Indian public hearings into the issues of Indian crime and incarceration rates. Factor I has already addressed the apparent need for top-level consultation and co-operation, but Indian alienation can

never be fully addressed without a forum where local Indians can feel comfortable contributing their ideas to the problems which have plagued them.

Such a series of Indian public hearings could be carried out by a commission representing only Indian governments or it could represent Federal and Provincial governments also. What would be crucial to the effectiveness of such a procedure would be Indian involvement in the hearings, a specific analysis made of the hearing data, and the subsequent feed-back of some specific actions taken on the hearing recommendations which would demonstrate to local Indians that their opinions do make a difference.

Recommendation Number Two (Specific): Since there is general agreement that Indians, collectively and individually, suffer alienation from the legislation, policies, and programs which affect them, we recommend the establishment of a series of Indian public hearings where all interested Indians could come and voice their ideas for the resolution of disproportionate Indian crime and incarceration rates. These hearings might be conducted by representatives from the three main government levels, but the primary role should be played by Indian representatives. The hearings might have commission status and a mechanism should be established to ensure careful analysis and rigorous follow-up to the hearings which also has significant Indian participation.

Factor III of the factor analysis of all subjects produced

a factor which is clearly economic in nature. This factor accounted for 8.2% of the total variance and included four variables which concerned economic issues. There is general agreement that economic conditions contribute to the disproportionate Indian crime phenomenon.

While poverty alone does not cause crime, it has long been observed to be a correlate of crime; that is, criminal behavior seems to coincide with material deprivation while material wealth seems to enhance conformity to societal mores. If such is the case, the factor of pervasive Indian poverty in an affluent dominant society would seem to contribute to Indian crime and especially property crime. The large break-and-enter statistic within the categories of Indian crime probably reflects the accuracy of the opinions in this study.

Recommendations on a subject as big as economic inequity are not easily formulated; however, today there are greater numbers of Indian businesses, both private and corporate, than ever before. A large number of these businesses are directly related to the activities of Indian governments and organizations which seem to indicate a relationship between political activity and economic ventures.

Possibly the only realistic recommendation which could come out of the identification of an economic factor in the Indian crime phenomenon is that all levels of government should provide constructive co-operation with the Indian political movement for

the development of the Indian economic base. Land claims may appear to be predominantly an economic issue but they also serve as a good example that some Indian economic development cannot be divorced from political issues.

Recommendation Number Two (General): Since poverty has long been correlated with crime, and since both Indian and non-Indian leaders believe that poverty is one important factor in the high incidence of Indian crime and incarceration, it is recommended that Indian economic development should be a top priority for both the federal and the Indian governments. Readers of this report should do their utmost to lobby relevant governmental persons, both political and professional, to press for urgent redress of the issues of Indian poverty both on Reserves and in cities. Along with that effort, all interested parties might facilitate the evolution of effective Indian government within Canada, since political accountability and economic development are closely related.

B. Indian Sample Factor Analysis

The factor analysis of the Indian sample's responses to the 29 discriminant variables produced 3 factors each with at least 3 variables loading over the 500 level. The first factor contained 5 variables and 28.0% of the total variance. This first factor was labeled Urban Conflict.

The urbanization process has long been observed as a source

of adjustment problems for Indians. It was not until the mid-'fifties that Indian migration to cities in the Canadian West became a significant part of common Indian experience. As Indians continued to move to cities through the 'sixties and 'seventies, there appeared a corresponding rise in Indian criminal conviction and incarceration levels. Much has been said about but little has been done, to empirically link urbanization with rates of crime. A strong suspicision persists that the unstabilizing effects of urbanization precipitate conditions which enhance urban Indian crime. The opinions of Indian leaders in this study serve to underscore that suspicion.

Those pressures bearing upon urban Indians, as identified in the variables constituting Factor I, include absence of extended family social support, poverty, cultural clash and racial prejudice. The factor also includes the variable that states urban cultural conflict causes pathological urban Indian alcohol abuse.

It is noteworthy that the non-Indian sample factor analysis also produced an urban conflict factor, albeit of considerably weaker composition than the Indian factor analysis.

One of the interesting aspects of the Indian sample factor analysis is that urban conflict superseded political issues in number of variable items and total variance. While in fact the political factor does constitute Factor II of the Indian sample, it appears as though the problems attending Indian migration to

cities is of increasing importance to contemporary Indian leadership.

Naturally some of the issues attending Indian urbanization are out of the scope of address by governmental departments such as the Ministry of the Solicitor General. For example, loss of family social support and racial prejudice are issues plainly out of the Ministry's sphere of operations. Fortunately, however, there are responses to the urban conflict factor of Indian crime which the Solicitor General's Ministry could generate. One of these has to do with courts and the other has to do with policing.

If, in fact, Indians in cities encounter cultural conflict, poverty, and racism, it appears as though the confrontation of judicial, legal, and law enforcement problems would be a positive move on the part of the Solicitor General. More specifically, the further development of the Native Courtworker program, accessible federal legal aid, and promotion of the establishment of Indian policing in urban centres could be measures ultimately leading to much lower urban Indian crime and incarceration levels.

The Native Courtworker program has been a popular program among urban Indians. Many have experienced the benefits of counsel and cultural understanding when facing criminal charges which seem mystifying. Further evaluations in all provinces where the programs operate could lead to even greater productivity by way of attending to more clients and lessening Indian incarceration levels.

The Legal Aid programs are sometimes criticized by Indians for both their heavy staff caseloads, which leads to poorer service, and their alleged overuse of inexperienced counsel just recently out of law schools. Since the costs of keeping people imprisoned, both financial and human, are prohibitive, it appears far more productive to enhance programs which keep people out of prison.

Recommendation Number Three (Specific): Since Indian and non-Indian leaders perceive urban conflict as precipitating high levels of urban Indian crime, it is recommended that Federal Ministries with responsibility for the Native Courtworker and Legal Aid Programs review their commitments to the Native Courtworker program and to legal aid programs which serve urban areas which produce high Indian caseloads. There will be need for consultation and co-operation with provincial and Indian governments in order to make the programs even more accessible to Indians and more effective in keeping people from beginning the prison cycle.

In regard to Indian policing in urban areas, Regina has investigated that possibility (Cowley and Merasty, 1982). While Regina's interest has been primarily in investigating ways of recruiting Indians on to the municipal police force, there is still interest among leaders, as response to item 6 illustrates, in fostering a program along the lines of the R.C.M.P. Special Constable Program.

The R.C.M.P. Indian Special Constable program has enjoyed a good measure of success for various reasons, not the least of

which has been the rank and file R.C.M.P. officers' willingness to make the program work. This is probably due to the fact that both the R.C.M.P. and the Special Constables are part of the same federal police force. In fact, a significant number of Special Constables have joined the regular R.C.M.P., having utilized the special program for an opportunity to test their interests and abilities. If, however, urban Indian police forces were developed without co-operation with municipal governments, such federally sponsored police forces working within the same geographical areas as a municipal police force could encounter procedural problems and inter-force conflict.

Recommendation Number Four (Specific): In light of the previous observations, and keeping in mind the perceived need for alienated urban Indians to deal with culturally responsive police, it is recommended that Provincial Ministries and Indian governments consult with municipal governments with a view to establishing Indian police force members within the existing municipal police forces of cities with high Indian populations. In addition, it is suggested that the consultations conclude with a specific plan to have specific numbers of Indians on the police forces by a designated time. The early years of such a program may entail cost-sharing, but it is sincerely hoped that within a specific time period those Indian municipal police members would be fully integrated into the local force with all benefits, salaries, and costs the

responsibility of the city. Such a suggestion does not seem unreasonable in consideration of the rapidly growing number of urban Indian property owners and taxpayers.

The installation of Indians onto urban municipal police forces would probably have numerous positive ramifications. Existing non-Indian police force members would, after a time, gain a new level of respect for all Indians when they perceived equal abilities and dependability in the Indian police force members. Moreover, the appearance of Indian police force members in cities might result in urban Indians identifing with the justice system and thereby defusing the common Indian charge that city police are prejudiced towards Indians and grossly unfair. Another positive result of Indian urban municipal police force members would be the breaking down of stereotyped images of Indians in the minds of numerous non-Indians. Racism has just been underscored as a continuing serious social issue in Canadian cities. Indians in positions of public authority would have an ameliorative effect on the levels of racist attitudes in society.

Indian Factor II was comprised of 3 variables all loading at the 690 level and higher. It appears to be a clear Political factor. The opinion that Indians should be recognized as sovereign nations within Canada loads at an astounding 908 while the belief that they need to persist in the drive for self-determination loads at 727. At the 690 level is the view that an Indian controlled Reserve

court system is highly desirable.

This factor's concerns have been included in recommendations One and Three. Federal and provincial government co-operation with the Indian political movement would probably do more to bring justice to Indian grievances than a century of dictated policies has done.

Indian Factor III appeared to be another alienation factor suggestive of anomie within Indian society. Hopelessness pervades the 3 variables constituting the factor; however, in light of all that has been already said about Indian alienation and poverty, this factor serves only to underscore earlier remarks.

C. Non-Indian Factor Analysis

Factor analysis of the non-Indian sample's response for the 29 discriminant variables produced Factor I, a factor which was called Bias. The 3 variables all loaded at 560 or higher and included the opinions that courts are generally unfair to Indian defendents, Indians are generally easy conviction targets by police, and that many Indians undergo arrest and conviction because of Indian apathy towards alleged illegal police actions.

Only recently has the federal government strongly recognized that racism is a serious problem in Canadian public life and that parliament will deal with the problem as best as it can. It is noteworthy that the non-Indian sample of this study, which includes top professional and political leaders, concurs with

that view.

Non-Indian Factor II, comprised of 3 variables which loaded at levels 493 to 696 appears to be another Anomie or alienation factor. It indicated that non-Indian leaders believed that Indians were generally in a state of apathy which precluded any chances of significant Indian developments. Perceived as being without normal fear of incarceration and given to alcoholism due to their position in society, these leaders believed that even plenty of employment opportunities would not effect Indian crime rates. If there was some accuracy in these opinions, the alleviating solutions are most certainly covered in earlier recommendations.

Non-Indian Factor III contained only 2 variables and directly related to Indian urbanization problems. Poverty and cultural clash in the city were seen as basic issues in Indian crime and incarceration rates. This factor, like Factor II, has been addressed in earlier recommendations.

D. Conclusion To Factor Analysis

It is noteworthy that there seemed to exist Indian and non-Indian concurrence on the basic issues perceived as giving rise to current Indian crime and incarceration levels. Keeping in mind that the survey included opinions of Indian Chiefs, Indian professionals, seasoned legislators and judges, and non-Indian professionals who have been close to Indian-related issues for many years, the Solicitor General's Ministry may take the results

of this study as a reasonable reflection of contemporary Indian and non-Indian select perspectives on Indian crime issues.

The data also suggest that while the political factor was pervasive in the explanations for abnormal rates of Indian crime and incarceration, the Indian sample emphasized the political origins of crime more than the non-Indian sample. On the other hand, it is somewhat surprising that the Indian sample did not produce a Bias factor as did the non-Indian sample. In fact, through all 3 levels of the research stages, there was noticeable lack of emphasis among Indians on alcohol and bias as a source of high Indian crime statistics. As recently as a decade ago, one would frequently hear Indian leaders complain of alcohol and prejudice as primary sources of Indian problems. They have moved on to bigger issues, and to issues that are doubtless more foundational to their most serious problems as aboriginal people within Canada.

E. The Chi-Square Analysis

Chi-square analysis of the 29 variables extracted by the Discriminant Analysis procedure identified 9 items as containing significant ($p < .01$) directional opinion differences. These opinion differences can, in most cases, be interpreted as differences in emphases. For instance, the political items all contained Indian and non-Indian scores on both sides of the median. However, the Indian belief that political autonomy is the best answer to

problems with the criminal justice system was a belief not strongly supported by the non-Indian sample. To illustrate, variable 44, which dealt with the desirability of the federal government recognizing Indians as a distinct and separate political reality, was agreed to by 10 of the 50 in the non-Indian sample, yet the difference was statistically significant because 44 of the 50 in the Indian sample agreed with the statement.

The same observation may be made of variable 28, a measure of perceived police prejudice--24 of 50 non-Indians agreed that police tend to arrest Indians because of their alleged passivity, but 39 of 50 of the Indians agreed with this view.

Another observation arising from the Chi-square analysis was the tendency of the non-Indian sample to respond moderately to nearly all items (moderateness designating sizable scores on both sides of the median). The Indian sample, on the other hand, had a tendency to respond uniformly. This diffusion of non-Indian opinion and homogeneity of Indian opinion may have reflected a non-Indian tendency to view most items as complex issues while Indian leaders may have perceived the issues as having simpler origins. This phenomenon may have also reflected general non-Indian confusion or unfamiliarity with Indian issues while the Indian leaders may have been well informed on their own interests and may have had their opinions on the issues predetermined.

Conclusion

This research study has attained at least two objectives. It has provided the Ministry of the Solicitor General with a contemporary description of Indian and non-Indian leader opinion on the issues of disproportionate levels of Indian crime and incarceration. In addition, it has provided the Ministry with some definite recommendations to consider in their planning. Secondly, this study has opened the field of opinion research, and research in general, in regards to Indian crime issues.

It should be remembered that this project has only dealt with Saskatchewan Indian opinion and therefore the results can be generalized particularly to Saskatchewan. Naturally, more questions have been generated than other earlier questions have been thoroughly answered. Further research along the dimensions raised in this project will constitute the only way of empirically identifying the sources of disproportionate Indian crime and incarceration rates in Saskatchewan and in other areas of Canada.

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APPENDIX A

AN OPINION STUDY CONCERNING CAUSES AND

SOLUTIONS OF PROBLEMS RELATED TO

CANADIAN INDIANS AND CRIME

Instructions: Please indicate to the interviewer whether you agree or disagree with the following seventy-two statements. Will you also please indicate how much you agree or disagree with the statements. We recognize that you may wish to qualify your responses and you are welcome to do so with the interviewer; however, please try to choose one of the five possible responses for each of the statements.

CODE

Date of Interview _____ _____

Interview Code Number _____ _____

Interviewer Code Number _____ _____

Sex of Respondent _____ _____

1. Police force members who deal with Indians usually know very little about Indian culture.

/Strongly Agree/Agree/No Opinion/Disagree/Strongly Disagree/ _____

2. Government employees assigned to programs which deal with Indian clients usually have sufficient knowledge about Indian people.

/Strongly Agree/Agree/No Opinion/Disagree/Strongly Disagree/ _____

3. Poverty is the major cause of Indian abuse of alcohol.

/Strongly Disagree/Disagree/No Opinion/Agree/Strongly Agree/ _____

CODE

4. An Indian who moves to the city suffers so much from loss of Reserve social supports that he often turns to crime.

/Strongly Agree/Agree/No Opinion/Disagree/Strongly Disagree/ _____

5. One major reason for widespread Indian failure in Canadian society is that nearly all institutions and government programs are geared for White middle-class people.

/Strongly Disagree/Disagree/No Opinion/Agree/Strongly Agree/ _____

6. The Indian Special Constable program should be extended into urban areas that have high Indian populations.

/Strongly Agree/Agree/No Opinion/Disagree/Strongly Disagree/ _____

7. A good deal of urban Indian crime could be avoided if Indians were not forced to live in cheap housing.

/Strongly Agree/Agree/No Opinion/Disagree/Strongly Disagree/ _____

8. Indians generally fail to understand the cultural expectations of a city.

/Strongly Disagree/Disagree/No Opinion/Agree/Strongly Agree/ _____

9. The judicial system should be made flexible enough to rapidly train large numbers of Indians for professional positions.

/Strongly Agree/Agree/No Opinion/Disagree/Strongly Disagree/ _____

10. Culture conflict in the city is one of the major causes of urban Indian alcoholism.

/Strongly Agree/Agree/No Opinion/Disagree/Strongly Disagree/ _____

11. Indians generally believe that the judicial system is unfair to them.

/Strongly Disagree/Disagree/No Opinion/Agree/Strongly Agree/ _____

CODE

12. Indian culture has already been destroyed in Canada.

/Strongly Agree/Agree/No Opinion/Disagree/Strongly Disagree/ _____

13. Indian defendents are usually treated unfairly in Court.

/Strongly Agree/Agree/No Opinion/Disagree/Strongly Disagree/ _____

14. Many Indians return to jail because they are poverty-stricken at the time of their release.

/Strongly Disagree/Disagree/No Opinion/Agree/Strongly Agree/ _____

15. Boredom due to chronic unemployment is a major cause of Indian crime.

/Strongly Agree/Agree/No Opinion/Disagree/Strongly Disagree/ _____

16. The Federal Government has broken its Treaties with the Indians of Canada.

/Strongly Agree/Agree/No Opinion/Disagree/Strongly Disagree/ _____

17. Government programs designed for Indians would be more successful if program planners considered Indian cultural differences.

/Strongly Disagree/Disagree/No Opinion/Agree/Strongly Agree/ _____

18. Urban Indians generally fail to make use of local community support groups and organizations.

/Strongly Agree/Agree/No Opinion/Disagree/Strongly Disagree/ _____

19. Modern Indian culture includes a strong dislike for authority figures.

/Strongly Agree/Agree/No Opinion/Disagree/Strongly Disagree/ _____

CODE

20. The police tend to watch Indians more closely than they watch other people.

/Strongly Disagree/Disagree/No Opinion/Agree/Strongly Agree/ _____

21. Indians like to compete with other people.

/Strongly Agree/Agree/No Opinion/Disagree/Strongly Disagree/ _____

22. Indian High School graduates usually do not join police forces because of a deep disrespect for the police.

/Strongly Agree/Agree/No Opinion/Disagree/Strongly Disagree/ _____

23. Jury selection procedures should be changed so that more Indians could get to serve on juries.

/Strongly Disagree/Disagree/No Opinion/Agree/Strongly Agree/ _____

24. The Indian Act was designed to assimilate Indians into Canadian society.

/Strongly Agree/Agree/No Opinion/Disagree/Strongly Disagree/ _____

25. Urban Indian students who are poor generally fail to see how education is related to their future.

/Strongly Agree/Agree/No Opinion/Disagree/Strongly Disagree/ _____

26. Because of cultural differences most Indians do not understand the Canadian justice system.

/Strongly Disagree/Disagree/No Opinion/Agree/Strongly Agree/ _____

27. Poverty drives most Indians to the edges of Canadian society.

/Strongly Agree/Agree/No Opinion/Disagree/Strongly Disagree/ _____

28. Police generally do not regard Indians as an easy source of criminal convictions.

/Strongly Agree/Agree/No Opinion/Disagree/Strongly Disagree/ _____

CODE

29. Urban Indians usually are employed.

/Strongly Disagree/Disagree/No Opinion/Agree/Strongly Agree/ _____

30. Indian students quit school mainly because of poverty.

/Strongly Agree/Agree/No Opinion/Disagree/Strongly Disagree/ _____

31. There is little racial discrimination against Indians in Canada.

/Strongly Agree/Agree/No Opinion/Disagree/Strongly Disagree/ _____

32. School teachers generally develop negative feelings towards their Indian students.

/Strongly Disagree/Disagree/No Opinion/Agree/Strongly Agree/ _____

33. Indians usually discriminate against other Indians who want to become professional people.

/Strongly Agree/Agree/No Opinion/Disagree/Strongly Disagree/ _____

34. A major cause of Indian unemployment is a lack of job skills or training.

/Strongly Agree/Agree/No Opinion/Disagree/Strongly Disagree/ _____

35. Alcohol-related Indian crimes can usually be directly traced to unemployment.

/Strongly Disagree/Disagree/No Opinion/Agree/Strongly Agree/ _____

36. There is no need for devising a method to increase Indian respect for the police.

/Strongly Agree/Agree/No Opinion/Disagree/Strongly Disagree/ _____

37. Unemployment is really not an important factor in the Indian crime rate.

/Strongly Agree/Agree/No Opinion/Disagree/Strongly Disagree/ _____

CODE

38. Alcoholism among Indians is more a symptom than a cause of crime among Indians in Canadian Society.

/Strongly Disagree/Disagree/No Opinion/Agree/Strongly Agree/ _____

39. Urban Indians are usually more wealthy than Reserve Indians.

/Strongly Agree/Agree/No Opinion/Disagree/Strongly Disagree/ _____

40. Indians would continue to fail within the Canadian system even if they were given control of their own policy and program planning.

/Strongly Agree/Agree/No Opinion/Disagree/Strongly Disagree/ _____

41. Government leaders should recognize the Indian people as a distinct and separate political reality within Canada who are not politically comparable to any other group of people.

/Strongly Disagree/Disagree/No Opinion/Agree/Strongly Agree/ _____

42. The Indian Elder plays no useful role today in the counselling and controlling of Indian youth.

/Strongly Agree/Agree/No Opinion/Disagree/Strongly Disagree/ _____

43. Full and final settlement of the Indian land claims should be put off as long as possible.

/Strongly Agree/Agree/No Opinion/Disagree/Strongly Disagree/ _____

44. The Federal Government should recognize that Indian people form sovereign nations within Canada.

/Strongly Disagree/Disagree/No Opinion/Agree/Strongly Agree/ _____

45. Indian governments should not be allowed to develop their own judicial systems on Reserves.

/Strongly Agree/Agree/No Opinion/Disagree/Strongly Disagree/ _____

CODE

46. A major factor in urban Indian crime is the absence of family support upon moving to a city.

/Strongly Agree/Agree/No Opinion/Disagree/Strongly Disagree/ _____

47. Major economic development of Reserves would do little to improve Reserve Indian crime rates.

/Strongly Disagree/Disagree/No Opinion/Agree/Strongly Agree/ _____

48. Indian alcohol abuse now has little to do with the fact that Indians have had legal access to alcohol only since about 1960.

/Strongly Agree/Agree/No Opinion/Disagree/Strongly Disagree/ _____

49. More opportunities to commit crimes naturally lead to a high urban Indian crime rate.

/Strongly Agree/Agree/No Opinion/Disagree/Strongly Disagree/ _____

50. One reason Indian crime rates appear excessive is because Indians rarely challenge the legality of police actions.

/Strongly Disagree/Disagree/No Opinion/Agree/Strongly Agree/ _____

51. The police watch poor Indians more closely than they watch well-to-do Indians.

/Strongly Agree/Agree/No Opinion/Disagree/ Strongly Disagree/ _____

52. Jurisdictional disputes over governmental services to Indians are mainly caused by the Indian Act.

/Strongly Agree/Agree/No Opinion/Disagree/Strongly Disagree/ _____

53. There ought to be foster families on Reserves to act as support to homeless Indians on parole.

/Strongly Disagree/Disagree/No Opinion/Agree/Strongly Agree/ _____

CODE

54. Indians have already surrendered their right to sovereign self-government within Canada.

/Strongly Agree/Agree/No Opinion/Disagree/Strongly Disagree/ _____

55. Indians ought to continue their struggle for sovereign self-government.

/Strongly Agree/Agree/No Opinion/Disagree/Strongly Disagree/ _____

56. The administrative regulations and qualification requirements of government programs designed for Indians are usually fair and realistic.

/Strongly Disagree/Disagree/No Opinion/Agree/Strongly Agree/ _____

57. It is urgent that jurisdictional disputes over governmental services to Indians should be settled.

/Strongly Agree/Agree/No Opinion/Disagree/Strongly Disagree/ _____

58. Probation and parole on Reserves should be supervised by local Indian probation and parole officers.

/Strongly Agree/Agree/No Opinion/Disagree/Strongly Disagree/ _____

59. Most professional people in the judicial system understand Indian cultural differences.

/Strongly Disagree/Disagree/No Opinion/Agree/Strongly Agree/ _____

60. Indian cultural differences are a major cause of urban Indian crime.

/Strongly Agree/Agree/No Opinion/Disagree/Strongly Disagree/ _____

61. Imprisonment is really not a very threatening prospect to many Indians.

/Strongly Agree/Agree/No Opinion/Disagree/Strongly Disagree/ _____

CODE

62. Most judges are quite tolerant of Indians in court.

/Strongly Disagree/Disagree/No Opinion/Agree/Strongly Agree/ _____

63. Alcohol provides an outlet for serious Indian frustration with their position in Canadian society.

/Strongly Agree/Agree/No Opinion/Disagree/Strongly Disagree/ _____

64. Indian culture today is hardly more than a poverty culture.

/Strongly Agree/Agree/No Opinion/Disagree/Strongly Disagree/ _____

65. Indian Band governments should be allowed to administrate social, economic, and educational programs of their Band members who live in cities.

/Strongly Disagree/Disagree/No Opinion/Agree/Strongly Agree/ _____

66. Even with steady employment Indians would get into a good deal of trouble with the law.

/Strongly Agree/Agree/No Opinion/Disagree/Strongly Disagree/ _____

67. Boredom is a major cause of Indian alcohol abuse.

/Strongly Agree/Agree/No Opinion/Disagree/Strongly Disagree/ _____

68. The policies of the Indian Act over the past century have little to do with the causes of Indian crime today.

/Strongly Disagree/Disagree/No Opinion/Agree/Strongly Agree/ _____

69. Police are generally prejudiced against Indians.

/Strongly Agree/Agree/No Opinion/Disagree/Strongly Disagree/ _____

CODE

70. If the Solicitor General's Department is serious about improving Indian crime rates, they should listen closely to the recommendations of Indian leaders.

/Strongly Agree/Agree/No Opinion/Disagree/Strongly Disagree/ _____

71. The Indian Elder is still very important in Indian society.

/Strongly Disagree/Disagree/No Opinion/Agree/Strongly Agree/ _____

72. It is usually poorer Indians who get into trouble with the police.

/Strongly Agree/Agree/No Opinion/Disagree/Strongly Disagree/ _____

APPENDIX B

ADDENDUM TO THE QUESTIONNAIRE FOR THE INTERVIEWERS

ASSISTANCE IN EXPLAINING SOME QUESTIONNAIRE

ITEMS WITH COMMUNICATION INTENT DIFFICULTIES

Further Guidelines on Preparing a Respondent for an Interview

and also some Guidelines on Dealing with Problem Statements

1. Tell the respondent (even when phoning for an appointment) that the reason a face-to-face interview is desired is that the interviewers would like to explain the essence and intent of statements which may contain interpretational problems.

#7 - that is to mean "areas of cheap housing" with concern over potential bad social influences in run-down areas.

#9 - "large numbers" denoting at least proportionate representation.

#17 - based upon common Indian assertion.

#18 - churches, clubs, parent-teacher meetings, etc.

#21 - competition as a cultural value, a desire to win if it appears possible (win a game or even make more money).

#23 - the common reason Sherrifs give is that Indians move too much for them to know if addresses are current.

#27 - "edges" to denote a people in society but not participating.

#38 - admit badly stated. Intent is a comparison between the position that mere drunkenness causes criminal behavior in Indians and the position that Indians frequently overdrink because of unique frustrations that they experience within Canadian society due to their relationships to Government and majority persons. The overdrinking then serves as an emotional outlet which may bring about criminal activity. The former is "cause" and the latter is over-drinking and crime as a result.

#41 - not just a minority but politically unique as aboriginals.

#44 - "sovereignty" as denoting the current argument advanced by some Indian leaders that the Treaty process did not involve Indian relinquishment of the rights of total political self-determination within Canada's borders--that is, Indian Nations parallel and equal to the Canadian Federal Government.

#52 - that is primarily urban jurisdictional disputes and usually relating to matters educational, welfare, etc.

#54 - presupposes that Indians in fact once possessed sovereignty.

#56 - i.e. make-work programs, farm loans, grants, small business, etc.

#61 - mainly because of many friends who are there or have been there, and maybe because of Residential School socialization.

APPENDIX C

GUIDELINES FOR INTERVIEWER

An Opinion Study Concerning Causes and Solutions of Problems Related to Canadian Indians and Crime

Survey Stage Interview Guidelines

(1) Interviewer msut be well-groomed and neatly dressed with slacks and jacket.

(2) Interviewer must arrived at least ten minutes before every appointment in order to both signal the importance of the interview and to have an opportunity to regroom before meeting with the respondent.

(3) The interviewer must be personable with any office attendents and with the respondent. Personable includes a definite smile upon the initial meeting with any person involved during the entire interview sequence.

(4) Immediate to the start of an interview the interviewer must ensure that the interview will be conducted in private. If it should appear that there may be others who may overhear the interview process, then the interviewer must graciously request interviewer-respondent privacy.

(5) At interview start the interviewer will read the "Instructions" to the respondent. At this time the interviewer may have to reassure the respondent of anonymity of the response record and answer any questions. However, any explaining must not include any examples of the alleged causes of Indian crime.

(6) The interviewer will slowly and clearly read each questionnaire statement to the respondent. The respondent will also have a blank questionnaire in hand in order to read along silently with the interviewer. The interviewer will ask the respondent "Do you agree or disagree with the statement?" Once the respondent has indicated agreement or disagreement the interviewer will then ask the respondent, "How much do you agree (or disagree) . . . simply or strongly?"

(7) The interviewer shall make a clear and legible "X" mark on the section of the scale that the respondent has indicated. The "X" mark must not overlap into adjacent scale sections.

(8) In the unlikely event of using an interpreter if some respondent does not understand English or Cree, the interviewer will first read through the questionnaire with an interpreter in order to ensure that the interpreter clearly understands the intent of each statement.

(9) Immediately after the conclusion of an interview the interviewer shall complete the four demographic items on the first page. These items should be filled out simply without code, however, date may be recorded numerically, i.e., day/month/year/, Interviewer code number may be the interviewer's initials, and the sex item may simply be an "M" or a "F". Interview Code Number is a simple record of which sample population the respondent represents. Abbreviated form is acceptable, i.e. "Ind. Pro.", "Non-Ind. Pol." (Four Groups).

(10) The interviewer shall thank the respondent for their co-operation and answer any concluding questions which the respondent may still want to ask. The interviewer shall then safely secure the completed questionnaire and leave.

APPENDIX D

SUMMARY OF THE 151 TOPICAL STATEMENTS EXTRACTED

FROM THE STAGE 1 EXPERT INTERVIEWS

Political Items

1. The historic policy of the illegality of liquor use was destructive.
2. The historic policy of political disenfranchisement was wrong.
3. The imposition of the Indian Act Reserve Government was destructive.
4. The absence of Indian control ensures failure of Government programs.
5. Jurisdictional disputes of Federal-Provincial-Band impede program services.
6. Historic Government policies have caused widespread anti-Indian feelings.
7. Local Band control of programs would build a sense of community.
8. Society is generally intolerant of ideas of Indian self-government.
9. The Indian Act was not designed to protect Indians.
10. The government has violated the Indian Treaties.
11. Indian leadership should continue to increase political pressure.
12. Indians resist political domination by the government.
13. Government policy towards Indians has been paternalistic.
14. The government has continued to downplay Indian rights.
15. The Canadian people have a paternalistic attitude towards Indians.

16. The government-imposed welfare system has impeded Indians.

17. The Indians should continue to struggle for self-determination.

18. The Indians still have the right of control over their economic development.

19. The provincial governments are impeding Indian resource development.

20. Indians must assert control of their own judicial system.

21. Government program funding regulations are awkward.

22. Government program staff are frequently insufficiently trained.

23. Government programs are frequently underfunded.

24. Efficient Band administration would improve some programs.

25. There should be one central agency for Indians rather than the runaround.

26. Indian Affairs personnel misunderstand Indian economic aspirations.

27. Past poor administration of programs by a Band should be soon overlooked.

28. New legislation is necessary regarding Indians and the law.

29. The Government is not ready to recognize Indian self-determination.

30. Bands must begin educating their members about judicial matters.

31. Bands must assert control over urban Indian matters.

32. Government policy has always been assimilationist in design.

33. The Government continues to deny Indian rights off the Reserves.

34. The Indian Act provided for the erosion of the Indian land-base.

35. Provincial governments do not want Indian control of programs.

36. Urban Indians suffer most from governmental jurisdictional disputes.

37. The Solicitor-General should carefully consider Indian perspectives.

38. Indians should maintain pressuring for full self-development.

39. The Indian Act has pervaded Indian life with negative effects.

Economic Items

1. Much Indian crime results from a poverty-based counter-culture.

2. Indian Reserves lack a sufficient economic base to defeat poverty.

3. Indian Reserves have insufficient employment opportunities.

4. Unemployment boredom precipitates alcohol abuse.

5. Indian crimes based in poverty are expressions of hostility.

6. Inability to pay fines is a major reason for Indian incarceration.

7. People living in poverty have few crime deterrents.

8. Poverty makes school a hard experience for urban Indian children.

9. Indian poverty causes them to withdraw to society's periphery.

10. Indian males suffer most from bread-winning role loss.

11. A person poverty-stricken at release is likely to return to jail.

12. Indians are from the crime-statistic producing poorer classes.

13. Most Indian employment is of the unskilled variety.

14. Poorer Indians suffer disproportionate police contact.

15. Police are less tolerant of poor Indians.

16. The whole Canadian system is designed to accommodate the middle-class.

17. Poor urban Indian children usually have few school aides at home.

18. Poor Indians are unlikely to take legal action against the police.

19. The urban Indian easily gets caught in the welfare-cycle.

20. Urban Indians on welfare can hardly escape run-down housing.

21. Cheap Indian housing areas are also areas of bad influence.

22. Indian unemployment leisure time causes much crime.

23. Most Indian crime has an economic base.

24. Indian employment is impeded by prejudicial labelling of Indians.

25. The Indian crime rate drops in times of high Indian employment.

26. Without employment Indian family life destabilizes.

27. Poverty-stricken homes produce delinquent children.

28. Most Indian alcohol abuse is based in poverty.

29. Unemployment is pervasive on Indian Reserves.

30. Much Indian crime results from excessive leisure time.

Cultural Items

1. There is an Indian counter-culture which does not respect the law.

2. There is an Indian counter-culture which promotes machoism.

3. Many Indian cultural role-models today are deviant examples.

4. Competitiveness is not a part of Indian culture.

5. Indian cultural philosophy is different from mainstream society.

6. Formal schooling is culturally alien to Indian children.

7. Prison experience promotes the development of an Indian counter-culture.

8. Police harassment is a factor in the Indian counter-culture.

9. Hard work is not a part of traditional Indian culture.

10. The role of the Indian Elder has suffered severe erosion.

11. The Elders really have no role in an assimilating process.

12. The Elder's main function today is providing an alcohol-free home.

13. Government program planners rarely consider cultural differences.

14. Most Indians don't understand the mainstream cultural system.

15. Indian crime is more culturally visible than non-Indian crime.

16. Indian cultural alienation causes alcohol abuse.

17. Indian values are totally different than most Canadians.

18. Indians generally fail to understand the demands of urban living.

19. Culture-clash impedes the schooling of urban Indian children.

20. Professional people don't understand the Indian perspective.

21. Indians generally don't understand the Canadian justice system.

22. Indians do not call the police when there is trouble.

23. Most Indians are in jail because of cultural differences.

24. Non-Indian police are culturally alien to Indian Reserves.

25. The R.C.M.P. Special Constable is really filling a cultural gap.

26. Indian Elders are now very few in number.

27. The Indian Elders do not relate to younger Indians as they did in the past.

28. Indian culture and urban lifestyles are irreconcilable.

29. Indians have become lawless because of a cultural vacuum.

Judicial Items

1. Judges discriminate against Indians in court.
2. There should be provision for more Indians on juries.
3. Police recruitment requirements should be lowered for Indians.
4. The Special Constables have improved Indian-White relations.
5. The Special Constable program has reduced Indian prejudice.
6. The Special Constable idea needs urban developments.
7. The Legal-Aid program does not fully meet urban Indian needs.
8. Judges and lawyers are not aware of Indian cultural differences.
9. Police work must be made more attractive to Indian graduates.
10. Indians generally lack adequate legal representation in court.
11. Non-Indian juries are harsh and discriminatory towards Indians.
12. Police harassment of Indians generates high crime statistics.
13. Police forces are generally prejudiced towards Indians.
14. Indian communities get too many intolerent rookie policemen.
15. Probation officers are usually too overworked to help Indians.
16. White officers perceived Reserve resources as poor for parole and probation.
17. Crime deterrents for Indian youth need to be identified.
18. There should be Probation Officers living on Reserves.
19. The judicial system needs more Indian professionals.
20. Foster homes are needed to strengthen Reserve release plans.
21. Foster homes are needed to strengthen urban Indian release plans.
22. Urban half-way centers should have local community staffing.

23. Bad experiences with police have alienated Indians (over a century).

24. Police watch Indians more closely than they watch other society members.

Urbanization Items

1. Urban Indian unemployment is pervasive.

2. Urban Indians generally lack education and/or skills.

3. Ease of access to bars is a source of urban Indian crime.

4. Ease of access to crime opportunities is a source of Indian crime.

5. Urban Indian crime is becoming organized crime.

6. Alcoholism is an urban poverty problem of Indians.

7. Urban Indian homes are generally matriarchal.

8. Urban Indian homes usually do not supervise their children well.

9. Education for urban Indian children does not fit their reality.

10. Urban Indian children need more successful adult role-models.

11. Urbanization causes loss of Indian family ties.

12. Urbanization causes loss of Indian cultural ties.

13. Indians do not benefit from urban community support.

14. Urban cultural frustration is a cause of Indian alcoholism.

Prejudice and Discrimination Items

1. Indians who aspire to majority positions meet Indian prejudice.

2. Chronic trouble-makers encounter ostracism on the Reserves.

3. Indians perceive the judicial system as unfair towards them.

4. Many judges tend to practice reverse discrimination towards Indians.

5. There is pervasive prejudice against Indians in the job market.

6. There is generally prejudice against Indians in court.

7. Indians perceive injustice towards them in the larger society.

Alcohol Items

1. Alcohol use precipitates the majority of Indian crime.

2. Alcohol-based Indian crime is usually unsophisticated.

3. Alcoholism is pervasive in Indian society.

4. Impaired Driving charges impede much Indian employment.

Education Items

1. High Schools near Reserves need to offer vocational education.

2. Teachers expect many things which Indian parents fail to provide.

3. Teachers develop negative attitudes towards their Indian students.

APPENDIX E

RESEARCH STUDY DESIGN DESCRIPTION ADAPTED

FROM RESEARCH PROJECT PROPOSAL

Research Design

The proposed research will proceed utilizing a multi-stage opinion gathering methodology which has proven to be amenable to hypotheses generation (Moore, 1975). The three-staged methodology utilizes clinical approaches to opinion gathering in the first two stages for the purpose of constructing a survey instrument which covers the universe of opinion in relation to a topic while controlling some types of research bias.

Stage One

Stage One will begin with an extensive literature review for the purpose of identifying issues, variables, and problems unique to opinion research. The contemporary literature concerning crime and Canadian Indian issues will also be examined.

A second part of the Pre-Pilot Stage will involve relatively unstructured, clinical interviews with Indian and non-Indian opinion leaders and experts in the field of crime.

The clinical interview affords the opportunity for a person, in company of an interviewer, to discuss a topic at length, without recourse to an agenda. The interviewee is encouraged to express

views on any subject related to the topic while the interviewer carefully records the contents of the discussion. Since the person interviewed is perceived to be an expert or opinion leader in the area under study, it is reasoned that they will quickly come to the factors giving rise to the issues, as they perceive them.

The clinical interviews of the Pre-Pilot Stage will also serve the function of providing some baseline data which can be utilized as a first source of research hypotheses. In addition, the ideas generated will provide some framework for the construction of the ultimate survey instrument.

Respondents for the Pre-Pilot interviews will not be chosen randomly from the study populations since the intent at this initial stage is to interview a select number of persons perceived to be influential opinion leaders. It seems safe to conclude that the opinion leaders are also the most powerful, therefore the highest level of political and professional persons from each of the two groups under study will be chosen.

A final step of Stage One will be a thorough content analysis of the interview contents. Content analysis is amenable to comparative studies and provides a useful technique of classifying responses and scoring them for frequency and intensity. Utilizing the results from the Pre-Pilot content analysis, the research will be then prepared to proceed to the Pilot Stage.

Stage Two

The second stage will involve group-interviewing of sub-groups of the two study populations. The content of the interviews will be partly determined from opinion directions or "probes" gleaned from the content analysis of Stage One interviews. However, there will still be quasi-clinical freedom for the Stage Two groups to interact creatively and possibly touch upon factors not elicited in the earlier interviews of Stage One. The researchers will devise a standard approach to all Stage Two groups, utilizing the same probes in a semi-structured group interview.

The functions of the second stage are basically two--the initial testing of emerging hypotheses generated in Stage One, and the enhancement of the final survey instrument by further ensuring that the universe of opinion had indeed been covered.

The participants for the proposed Pilot Stage group interviews will not be chosen randomly. While a random selection may be more desirable, because of budgetary reasons such a procedure is not feasible. For instance, a random selection from the target populations would probably require the bringing together of groups of people from as far away as Ontario.

Therefore, to attain as great a degree of total study population representativeness as possible without random selection, the researchers propose to determine business or conference meeting dates of groups from the two study populations, and there to conduct the group interviews. With the pooled group interview content,

the researchers will proceed to the final stage with a degree of confidence that the Stage Two samples are fairly representative of the total study population.

The final step of Stage Two, like the first, will involve content analysis of the group interviews. These analysed data will then be incorporated into a highly structured survey questionnaire which can be administered to the entire study population, except for those who participated in Stages One and Two. A hypothesis may be tested in the survey questionnaire.

Stage Three

The Third Stage, also called the Survey Stage, will begin with a preliminary application of the survey instrument to a limited number of respondents randomly drawn from the list of total possible participants for the purpose of ensuring ease of interpretation of the format.

This final instrument will be composed of both research subject items and demographic items. The former will be based upon the information gathered in the first two stages while the latter will facilitate analysis of variance between demographic sub-groups and thus contribute to the building and testing of hypotheses.

Into the items of the survey instrument will be built quantitative Likert-type scales since these scales have proven fruitful in opinion research and enjoy a good degree of adaptability to different populations. However, to be sure, the Stage Three pre-test will include scrutiny of whether both the Indian and

non-Indian respondents understand the scaling procedures. If too great a difference is determined, then a different scaling method will have to be devised.

The final survey questionnaire will then be personally administered to Indian and non-Indian subsamples of 50 persons each. The subsamples will be randomly drawn from the total list of possible participants. The resulting data will be factor analysed to determine subject areas of common agreement across groups and factor analysed to determine areas (factors) of agreement within the subsamples. Chi-square analysis will be utilized to test for independence of subsample preference.